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1964-65

SIXTY-FIFTH REPORT

(THIRD LOK SABHA)

MINISTRY OF RAILWAYS
NORTH EASTERN RAILWAY

INDIA
LOK SABHA SECRETARIAT

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North Eastern Railway

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CORRIGENDA

Sixty-fifth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Railways — North Eastern Railway

Page 1, line 9 from below, *for* 'smalk' *read* 'small'.

Page 7 -

(i) line 2, *for* 'in proving' *read* 'improving'.

(ii) line 9, *for* 'Railway' *read* 'Railways'.

Page 20, line 8 from below, *for* 'export-ed' *read* 'explored'.

Page 23, line 5, *for* '1964-63' *read* '1963-64'.

Page 24, line 27, column 2, *for* '35' *read* '38'.

Page 30, line 6, *for* 'Rmea' *read* 'Rumea'.

Page 31, lines 38-39, *for* 'movement consignments' *read* 'movement of consignments'.

Page 34, line 12 from below, *for* 'hour' *read* 'hours'

Page 39 -

(i) line 10, *for* 'clear' *read* 'clean'

(ii) line 14 from below, *for* 'Associated' *read* 'Association'.

(iii) line 13 from below, *for* 'wagon' *read* 'wagons'.

Page 41, line 2 from below, *for* 'been' *read* 'be'.

Page 44, line 12, *for* 'from' *read* 'form'.

P.T.O.

Proportion of main and branch lines. .

Speed of Goods Trains. . . . .

Shortage of locomotive power:

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Page 50 -

(i) line 5, *for* 'ore' *read* 'are'.

(ii) line 30, column 2, *for* '66.70' *read* '60.70'.

Page 61, line 14, column 3, *for* '21 232' *read* '21 2320'.

Page 77 -

(i) line 12 from below, *for* 'difficulties and elicit suggestions. The contractors were', occuring for the first time in para 82, *read* 'Catering Contractors on the North Eastern Railway was';

(ii) line 6 from below, *for* 'tict' *read* 'strict'.

Page 79, para 86, line 2, *for* 'commodities this' *read* 'commodities during this'.

Page 85, line 20 from below, *for* 'and take' *read* 'and to take'.

Page 87, para 95, in the marginal heading, *for* 'Trafficless' *read* 'Ticketless'.

Page 88, line 8, *for* '73.73' *read* '73.3'.

Page 92 -

(i) line 18 from below, *for* 'inton' *read* 'into';

(ii) line 4 from below, *for* '104 Brake Vans was placed in the Rail-' *read* '28 ten-ton Steam Cranes was placed'.

Page 93, line 10, *for* 'Meanufacture' *read* 'Manufacture'.

Page 100, para 111, line 8, *for* 'workship' *read* 'workshop'.

Page 101, line 14, *for* 'periodcal' *read* 'periodical'

Page 108, line 18 from below, *for* 'as whole' *read* 'as a whole'.

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Page 114, line 3 from below, *for* 'same' *read* 'some'. (vii) (ix)

Page 122, last column -

(i) against Target, *for* '59.0' *read* '50.0'; 1

(ii) against July, 1963, *for* '25.49' *read* '25.40'; 1

(iii) against September, 1963, *for* '25.16' *read* '23.20'. 2 4

Page 126, line 18, *for* 'continued' *read* 'continue 6

Page 129, line 13 from below, *for* 'an' *read* 'on'. 6

Page 130, line 8, *for* 'loaded' *read* 'loading'. 6

Page 131, last line, *for* 'in' *read* 'on'. 8

Page 132, line 6 from below, *for* 'could' *read* 'would'. 8 9

Page 134 -

(i) line 14, *for* '15.39' *read* '153.9'; 12

(ii) line 9 from below, *for* 'are' *read* 'area'; on

(iii) line 2 from below, *for* 'Broad Gauge and Metre Gauge' *read* 'Broad Gauge & Metre Gauge'. 13 14

Page 136, line 2 from below, *for* 'committee' *read* 'a committee'. 18

Page 139, line 5 from below, *for* 'claim' *read* 'claims'.

Page 141, line 13, *for* 'over difficulty' *read* 'over the difficulty'. 21

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Page 143, line 9—

(i) *for* 'their' *read* 'the';

(ii) *for* 'the' *read* 'their'.

Page 146, line 15 from below, *for* 'of it' *read* 'thereof'.

Page 147, line 4 from below, *for* 'joint' *read* 'join the'.

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(1964-65)

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---

*Elected w.e.f. 18th September, 1964, vice Shri Lalit Sen ceased to be member of the Committee on his appointment as a Parliamentary Secretary.

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixty-Fifth Report on the Ministry of Railways—North Eastern Railway.

2. The Committee took evidence of the representatives of the Ministry of Railways on the 21st, 23rd and 24th November, 1964. The Committee wish to express their thanks to the Chairman, Railway Board, the Financial Commissioner, Railways, Member (Transportation), Member (Mechanical and Engineering), Member (Staff), Additional Member (Finance), Additional Member (Commercial) and other officers of the Railway Board, and the General Manager, North Eastern Railway, for placing before them the material and information they wanted in connection with the examination of the estimates.

3. They also wish to express their thanks to the representatives of the Indian Sugar Mills' Association, Calcutta, Bihar Transport Users' Association Patna, Upper India Chamber of Commerce, Kanpur, and the Bihar Chamber of Commerce, Patna, for giving evidence and making valuable suggestions to the Committee.

4. The Report was considered and adopted by the Committee on the 13th February, 1965.

5. A statement showing an analysis of the recommendations contained in this Report is also appended to the Report (Appendix VI).

ARUN CHANDRA GUHA,
Chairman,
Estimates Committee.

NEW DELHI-1;
February 18, 1965/*Magha*, 29, 1886 (*Saka*).

CHAPTER I

INTRODUCTORY

The old Northeastern Railway was formed on the 14th April, 1952, by regrouping into a unified system two entire Railway systems—the Oudh Tirhut Railway (1.000 Metre Gauge) and the Assam Railway (including the Cooch Behar State Railway) and the Katakhal Lala Bazar and Chaparmukh-Silghat Railway worked by the Assam Railway (1.000 Metre Gauge and 0.610 Metre Gauge)—and the Fatehgarh District [*i.e.* Kanpur-Anwarganj to Achnera (excluded)] of the Bombay Baroda and Central India Railway (1.000 Metre Gauge). Brief History of the old Northeastern Railway.

The Oudh Tirhut Railway, the largest of the constituent units of the old Northeastern Railway, came into existence on the 1st January, 1942 when the lines owned by the late Bengal and North Western Railway, and Rohilkund and Kumaon Railway Companies were acquired by the State and, together with the Tirhut Railway and Mashrak-Thawe Extension (formerly managed by the Bengal and North Western Railway Company on behalf of the State), and Lucknow Bareilly Railway (formerly managed by the Rohilkund and Kumaon Railway Company on behalf of the State), were amalgamated as one State Railway system under the name of Oudh and Tirhut Railway later changed to Oudh Tirhut Railway.

The Assam Railway had come into existence on the 15th August, 1947, on the partitioning of the Bengal Assam Railway when the portions of this system falling within the Indian territory were reorganised into the Assam Railway, with the exception of the Sealdah Division and the Katihar District which were transferred to the Eastern Railway and the Oudh Tirhut Railway respectively.

The Fatehgarh District, a smalls section of the Old Bombay, Baroda and Central India Railway was constructed between the years 1875 and 1884. It was temporarily retained in the Western Railway, but being contiguous with the Oudh Tirhut Railway was ultimately amalgamated with the Northeastern Railway on its formation in the year 1952.

2. The existing North Eastern Railway was formed as a separate zone with effect from the 15th January, 1958, on the bifurcation of the old North-eastern Railway into two New North Eastern Railway.

zones, viz. the North Eastern and the Northeast Frontier. It is made up of the following lines:

Open Line	Kilometres
(*i*) Bengal and North Western Zone—Mashrak-Thawe Extension and Tirhut Section	3,557·02
(*ii*) Rohilkund and Kumaon Section	917·22
(*iii*) Fatehgarh—Kanpur—Achnera Section of the ex-Bombay Baroda and Central India Railway . . .	404·89
(*iv*) Purnea-Murliganj and Banmankhi-Behari Ganj Section of ex-Assam Railway	82·48
TOTAL .	4,961·61

The North Eastern Railway, whith its headquarters at Gorakhpur, serves as the main artery of the trans-Gangetic region of Uttar Pradesh and Bihar. It serves the needs of over 40 million people in Uttar Pradesh and Bihar, besides being an important rail link for Assam and Northern districts of West Bengal.

The area traversed by this Railway is undergoing a rapid process of industrialisation and economic regeneration as a consequence of the various developmental schemes undertaken during the successive Five Year Plans. The contribution of this Railway to this process of development in providing transport for the raw materials, machinery, equipment and finished products is of special significance since the road transport in this area still remains comparatively under-developed.

The Railway has at present a total route Kilometrage of 4961:61, comprising 52·47 Kilometres of Broad Gauge and 4909·14 Kilometres of Metre Gauge.

The Committee would like the Railway Board to examine whether it can be economical to maintain Broad Gauge establishments and rolling stock, etc. for only 52·47 Kilometres.

Effect of Bifurcation.

3. The effect of bifurcation of old Northeastern Railway, which extended from Mathura in the West to Ledo in the extreme East—spreading over a distance of over 3,200 Kilometres—on the operational efficiency of the Northeast Frontier Railway and the North Eastern Railway was discussed by the Estimates Committee (1963-64) in their Forty-third Report on the Northeast Frontier Railway, presented to the Lok Sabha in February, 1964.

The latest information communicated by the Ministry of Railways regarding improvement effected in the opera-

tions on the North Eastern Railway, as a result of bifurcation, is indicated in the following statistical tables:

A. *Wagon Kilometres per wagon day*

Year	
1957-58 (Pre-bifurcation)	33·6
1958-59	25·6
1959-60	32·7
1960-61	34·8
1961-62	40·1
1962-63	42·6
1963-64	47·3

B. *Engine Kilometres per day per engine in use—Passenger and Goods Services*

Year	Passenger	Goods
1957-58 (Pre-bifurcation)	178	99
1958-59	175	80
1959-60	182	92
1960-61	208	101
1961-62	229	113
1962-63	230	117
1963-64	231	118

C. *Punctuality of Passenger Trains*

Year	
1957-58 (Pre-bifurcation)	72·5
1958-59	78·3
1959-60	84·9
1960-61	84·8
1961-62	83·4
1962-63	86·0
1963-64	86·5

D. Rolling Stock Utilisation

Year	Net tonne kilometres per wagon day	Net tonne Kilometres per goods train hour
1957-58 (Pre-bifurcation) . . .	253	3798
1958-59	185	2732
1959-60	252	3165
1960-61	253	3507
1961-62	296	3886
1962-63	332*	4405*
1963-64	372	4623

The following overall operating-*cum*-efficiency indices arrived at by taking the average of 15 well recognised indices of performance, including those discussed above, also show a substantial improvement on both the Railways since bifurcation:

Year	North Eastern	Northeast Frontier
1957-58 (Pre-bifurcation) . . .	100·0	100·0
1958-59	91·0	100·0
1959-60	97·7	103·6
1960-61	101·2	104·2
1961-62	103·5	106·7
1962-63	108·0*	108·1*
1963-64	113·6	112·7

Need for Improving Efficiency.

The Committee note that while the operating-cum-efficiency index of the North Eastern Railway had declined in 1958-59 *immediately following the bifurcation, there has been sustained improvement since then. The Committee are glad particularly to note that the improvement in overall operating-cum-efficiency index in* 1963-64 *has been of the order of* 5·6 *per cent. They hope that this rate of improvement would be maintained till the Railway is able not only to meet all its working expenses but also to pay its share of contribution to the General Revenues.*

LOSSES IN WORKING

4. The North Eastern Railway is one of the Railways which has a higher ratio of expenses to earnings, the other two being the Northeast Frontier Railway and the Southern Railway. The financial results of working of this Railway since bifurcation are indicated in the table below:

* Revised figures furnished by the Ministry of Railways in supersession of the information given at p. 3 of the Forty-third Report of the Estimates Committee on Northeast Frontier Railway.

	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65 BE
1. Capital at Charge	77·66	80·28	83·47	84·37	87·27	93·11	94·07
2. *Gross Traffic Receipts*	19-78	16·04	20·55	23·77	27·25	29·73	30·55
Working Expenses							
3. Ordinary working Expenses	19·22	20·53	21·41	20·96	22·77	24·05	24·97
4. Appropriation to Depriciation Reserve Fund	2·77	2·70	2·64	3·77	3·43	3·76	3·67
5. Appropriation to Pension Fund	..	..	..	..	..	..	1·36
6. Payment to worked Lines	..	..	..	..	..	..	..
7. *Total Working Expenses*	21·99	23·23	24·05	24·73	26·20	27·81	30·00
8. *Net Traffic Receipts*	(—)2·21	(—)7·19	(—)3·50	(—)0·96	1·05	1·92	0·35
9. Net Misc. Expenditure	0·62	0·87	0·90	0·94	1·07	0·96	1·04
10. *Net Railway Revenues*	(—)2·83	(—)8·06	(—)4·40	(—)1·90	(—)0·02	0·96	(—)0·69
11. *Payment to General Revenues*							
(*i*) Dividend	2·96	3·11	3·37	3·55	3·62	4·02	4·16
(*ii*) Payment in lieu of Tax on Passenger fares	..	..	..	0·84	0·86	0·89	0·87
12. *Net Gain or Loss*	(—)5·79	(—)11·17	(—)7·77	(—)6·29	(—)4·50	(—)3·95	(—)5·72
13. Operating Ratio	117·3	142·6	117·7	105·0	96·9	93·8	99·4
14. Percentage of Net Revenue to Capital-at-Charge	(—)3·6	(—)1·0	(—)5·3	(—)2·2	Nil	(+)1·0	(—)0·7
15. Percentage of Gross Traffic Receipts on Capital-at-Charge	25·5	20·0	24·6	28·2	31·2	31·9	32·3

N.B.—Fig ures shown against items 1 to 12 are in crores of rupees.

The Committee note that the total working expenses continued to exceed the gross traffic receipts till 1961-62 and that only in one year (1963-64) the net Railway revenue registered a positive figure of ·96 crores.

Expenditure on Transhipment Points.

5. It has been stated that a significant feature of this Railway is the expenditure on the maintenance and operation of the large transhipment points at Garhara and Manduadih, for which the Railway does not get the proportionate share of earnings, under the present basis of apportionment of through traffic. Though similar factors affect all the Railways, the financial effect of the special features adversely affecting the financial results of the North Eastern Railway is as much as Rs. 1 Crore.

Net Revenue Position.

6. It has been stated that through sustained efforts, this Railway's net revenue position (before making payments of its share of charge to General Revenues) progressively improved and reached a near solvent position in 1962-63 and has improved further in 1963-64. Some unavoidable set-back, however, is expected in 1964-65 due to additional commitments.*

Increase in Working Expenses.

7. The total working expenses (including appropriation to Depreciation Reserve Fund) rose by Rs. 1·61 crores from Rs. 26·20 crores in 1962-63 to Rs. 27·81 crores in 1963-64, representing an increase of 6·14 per cent. During the same period, the apportioned gross earnings rose from Rs. 27·25 crores to Rs. 29·73 crores, an increase of 9·10 per cent.

The increase under working expenses has been stated to be specifically due to—

(i) Additional expenditure on staff due to the enhancement of the rates of dearness allowance and annual increments (43 lakhs),

(ii) Additional expenditure on fuel mainly under 'Freight Charges' and partly due to enhancement of the prices of coal (36 lakhs),

(iii) Additional Expenditure on repairs and maintenance (32 lakhs); and

(iv) increase under Appropriation to Depreciation Reserve Fund, representing the North Eastern Railway's share of the overall increase in contribution to the Depreciation Reserve Fund for all Indian Government Railways from Rs. 67 crores in 1962-63 to Rs. 80 crores in 1963-64, in conformity with the recommendations of the Railway Convention Committee, 1960 (·33 crores).

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*The additional commitments referred to cover such items as additional staff required for coping with increased traffic, additional requirements of funds for paying dearness allowance at enhanced rates, annual increments to staff, higher cost of fuel, increased dividend on fresh capital, etc.

8. It is claimed that the North Eastern Railway has been making sustained efforts towards in proving its operational efficiency with a view to handling satisfactorily the increase in traffic offering. Without any increase in the wagon-holding of the Railway during 1963-64, the total tonnage loaded and the net tonne kilometres recorded an increase of 2·83 per cent. and 5·90 per cent. respectively as compared to 1962-63.

The Committee note that the Railway which generally show a higher ratio of expenses to earnings are either wholly or substantially Metre Gauge Railways. These have inherently less economic characteristic of working as compared to Broad Gauge Railways. Passenger traffic also generally preponderates on these zonal railways and passenger traffic contributes less to earnings than freight traffic.

The Committee also note that the operating ratio, indicating the percentage of total working expenses to gross earnings, which stood at 142·6 in 1959-60 has been progressively brought down to 93·87 in 1963-64. They are, however, concerned to note that the operating ratio is expected to rise to 99·4 in 1964-65.

The Committee would like to draw attention to the study made in 1961 by the Efficiency Bureau of the ordinary working expenses of the North Eastern Railway and suggest that sustained efforts should be made to control the expenditure so as to appreciably reduce the losses and arrest the rise in operating ratio.

The Committee also note that the last study was made by the Efficiency Bureau nearly four years ago. They would suggest that a fresh study may be made by the Efficiency Bureau so that effective action can be taken to improve efficiency and effect economy.

The Committee feel that effective measures should be taken to reduce expenditure by economising in staff, effecting reduction in cost of standard repairs to locomotives and carriages, cutting down losses in running ferry services** etc. and by positive measures designed to attract more traffic particularly for sugarcane,*** sugar and jute. @ They also feel that there is scope for improving the utilisation of engines, @@ increasing the speed of goods trains, £ reducing detention to wagons in marshalling/transhipment yards ££ etc. thereby improving efficiency and effecting economy in operations.*

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* See paras 104 & 111.

** See para 11.

*** See para 34.

@ See para 43.

@@ See para 24.

£ See para 25.

££ See paras 58 and 66.

Ferry Services

Net Loss on Ferry Service.

9. One of the contributory factors for losses on the North Eastern Railway is the gap between the expenditure and revenue accruing from running the ferry services on this Railway. The table below indicates the total earnings, ordinary working expenses and net losses incurred by the North Eastern Railway in running the ferry services during the last six years.

(Figures in lakhs of Rupees.)

Year	Total earnings	Ordinary working schemes	Net losses*
1958-59 . . .	25·58	64·54	56·95
1959-60 . . .	10·36	55·52	63·69
1960-61 . . .	8·65	52·36	61·92
1961-62 . . .	10·67	44·23	54·05
1962-63 . . .	7·64	38·70	46·90
1963-64 . . .	8·83	46·00	53·93

*Other elements of expenditure such as Appropriation to Depreciation Reserve Fund, Dividend payable to General Revenues etc. have been taken into account in arriving at the net loss.

With the closing of the ferry service at Mokameh on the opening of the Rajendra Pul in May, 1959, there are two ferry services still working on the North Eastern Railway, namely the Bhagalpur (Barari Ghat-Mahadeopur Ghat) service and the Patna (Mahendru Ghat-Paleza Ghat) service. The losses on their working have been attributed to the higher cost of operation of the ferry services as compared to the rail services on account of a number of special features including the unavoidable expenditure on the shifting of shore connections at ghats to accord with the vagories of the river.

Efficiency Bureau Study.

10. The Efficiency Bureau of the Railway Board, in their study in 1961 on the ordinary working expenses of the North Eastern Railway, had recommended that the 'rationale of maintaining so many of these services in the context of present day conditions needs thorough examination'. The Efficiency Bureau had also pointed out that "there is scope for reduction of Ferry Operating Staff on the North Eastern Railway". It had also observed that "there appears to be considerable scope for reduction in coal consumption on ferry services, as the traffic has considerably decreased since 1957-58".

The Ministry of Railways have informed the Committee that there has been a progressive reduction in the working expenses (see table above), and the staff strength on running the ferry services, as indicated below:

	Staff strength
1-4-59	1935
1-4-60	1651
1-4-61	1464
1-4-62	1421
1-4-63	1210
1-4-64	1210

It has also been stated that the size of the flotilla has been reduced from 16 steamers and 86 other vessels on 31-3-60, to 10 steamers and 55 other craft on 31-3-63. It has, however, been added that the actual reduction in the cost of repair and maintenance of the progressively decreasing flotilla year by year has not been in proportion to the reduction of the flotilla because repairs to the crafts which would normally have been spread over a long period were concentrated into a much shorter period between 1960-61 and 1963-64. The other contributing cause is stated to be increase in the cost of materials.

Comparative Losses on Adjacent Railways.

11. The Committee desired to have a comparative statement showing the earnings, ordinary working expenses and net losses incurred on the running of ferries on North Eastern and other adjacent Railways, namely Eastern and Northeast Frontier, and the information supplied by the Ministry is reproduced below:—

(Figures in lakhs of Rupees)

Year	Total Earnings			Ordinary W/Expenses			Net Loss**		
	N.E.	E.	N.F.	N.E.	E.	N.F.	N.E.	E.	N.F.
1958-59	25·58	8·77	15·55	64·54	25·37	16·09	56·95	19·68	13·62
1959-60	10·36	6·28	15·27	55·52	23·99	18·44	63·69	21·12	7·27
1960-61	8·65	15·64	15·62	52·36	18·43	18·92	61·92	5·71	9·3
1961-62	10·67	16·86	16·30	44·23	30·85	14·71	54·05	19·90	6·83
1962-63	7·64	13·85	13·96	38·70	46·32	20·77	46·90	48·62	15·40
1963-64	8·83	14·68	*	46·00	57·51	18·07	53·93	55·59	..

*Note.—Ferries not operated for public.

**Note.—(The other elements of expenditure such as Appropriation to D. R. F., Dividend payable to General Revenues etc. have not been shown above separately but have been taken into account in arriving at the net loss).

The Committee are constrained to note that the net losses on running of ferry services on the North Eastern Railway continue to be very high despite the closure of the ferry service at Mokameh on the opening of the Rajendra Pul in 1959. They also feel that there is scope for reducing the number of steamers and vessels on the North Eastern Railway and for bringing down the staff strength. Now that all the outstanding repairs to the crafts have been carried out, they would like to see a substantial reduction effected in the cost of repair and maintenance of the flotilla. Concerted efforts are also called for to effect reduction in coal consumption on ferry services on the North Eastern Railway.

The Committee view with concern the increase in the losses on the running of ferry services on the North Eastern Railway from Rs. 46·90 lakhs in 1962-63 to Rs. 53·93 lakhs in 1963-64. They would like the Ministry of Railways to urgently look into the matter and devise measures to check the rise in losses in running the ferry services. They feel that it may be worthwhile to constitute an expert Committee to go into the matter and suggest measures for reducing the losses.

The Committee note with regret that the net loss on running the ferry services has been more than Rs. 50 lakhs during each of the last six years; and it is apprehended that the ferry services will continue to incur loss. It is also recognised that ferry services are causing delay in transit and great inconvenience to passengers. The Committee would suggest that the economics of having bridges across these two points may be examined.

Increase in Staff

12. The increase in the total number of staff in 1963-64 on the North Eastern Railway as compared to 1962-63 is given below:—

	Total strength as on 31-3-63	Total strength as on 31-3-64	Increase
Class I	177	202	25
Class II	160	183	23
Class III	33,486	34,503	1017
Class IV	51,064	51,762	698

The Ministry of Railways have explained that there has been only 2·07 per cent increase in the staff strength in 1963-64 as compared to 1962-63, as against an increase of 2·39 per cent in total tonnage moved, 7·35 per cent in net tonne-kilometres, 9·1 per cent in gross income and 6·1 per cent in gross expenditure.

It has been stated that out of the above increase, the following additional staff were engaged for constructional works:

Class I . . .	23
Class II . . .	6
Class III . . .	404
Class IV . . .	456
Casual Labourers . . .	5703

Department-wise Increae in Staff.

13. The Department-wise increase in staff strength, with the reasons therefor are given in the table below:

Department	Class III	Class IV	Remarks
Management (Admn.)	16	10	Creation of the Emergency Organisation and Training Cell and new posts in Personnel Departments as also revival of certain posts.
Accounts	(—)34	(—)9	Reduction due to the simplification of accounting procedures (in Traffic Accounts Branch).
Engineering	163	274	Due to phased implementation of the Maflin formula* and redistribution of the jurisdictions of Permanent Way Inspectors, and Casual Labour coming on to Authorised Scales.
Transportation	228	62	The net increase is due to increase in traffic, extension of cabin working, opening of halts or flag stations.
Commercial	20	(—)230	
Mechanical	73	140	To increase the out-turn in Izatnagar Workshop.
Stores	17	30	Due to opening of a Track Depot at Kanpur and manufacture of M. C. type wagons in Samastipur Workshop.
Electrical	90	43	Due to the expansion of the Izatnagar Workshop, increase in train lighting and power work on the Open Line and in the Shops.
Signal	355	315	On account of all-round development, and the introduction of Centralised Traffic Control.
Medical	61	60	Due to increase in the bed strength in hospitals and opening of new Health Centres.
Security	18	(—)30	Certain posts kept unfilled as qualified Rakshaks were not available (persons were under training).
Other Deptts. (Marine/Press/ Rly. Schools).	10	33	Opening of new classes in Rly. Schools and expansion of the Forms and Stationery Branch of the Railway Press.
TOTAL	1017	698	

*The Maflin formula regulates gang strength for maintenance of the Permanent way according to the density of traffic over different sections.

The Committee have been informed that the main reasons for the increase in the number of Class I and Class II Officers in 1963-64 were:

(i) Appointment of 15 Temporary Assistant Engineers, 3 Temporary Assistant Signal and Telecommunication Engineers, 2 Temporary Assistant Electrical Engineers in connection with construction works in the respective Departments.

(ii) Transfer of 4 Class I Officers from N.F. Railway in connection with the work of Centralised Traffic Control.

(iii) Appointment of a directly recruited officer as Chemist and Metallurgist (Senior Scale) in lieu of the Class II Officer transferred out of the Railway.

(iv) Promotion to Class II of 10 Assistant Surgeons (Class III) to fill up certain upgraded posts in Medical Department.

(v) Promotion of 2 Assistant Engineers to Class I, and of 3 Assistant Signal and Telecommunication Engineers, 1 Assistant Electrical Engineer and 8 Assistant Traffic Superintendents from Class III to fill in construction and other posts in Class II.

The Committee note that the North Eastern Railway has effected economy in staff only in the Commercial and Accounts Departments. Certain posts of Rakshaks remained unfilled in the Security Department for want of qualified persons. The increase in staff is most marked in Signal, Transportation, Electrical and Mechanical Departments.

*The Committee feel that greater vigilance should have been exercised in sanctioning increased staff, particularly for Signals Department.**

RATIONALISATION OF STAFF STRENGTH IN SIGNALS AND TELECOMMUNICATION DEPARTMENT

14. Signalling on the North Eastern Railway, until 1952 was looked after by the Civil Engineering Department under the Chief Engineer. With the formation of the Signals and Telecommunication Department in 1952, signalling and telecommunication work on this Railway and the Northeast Frontier Railway (which at that time were one Railway) was taken over by the Signals and Telecommunication Department and was placed under the Chief Signal and Telecommunication Engineer. **Historical Background.**

*In this connection, please see also paras 15 to 17 regarding signals and Telecommunication staff.

Efficiency Bureau Study.

15. The staff strength of the Signals and Telecommunication Department of the North Eastern Railway, after bifurcation, was the subject matter of a study undertaken by the Efficiency Bureau of the Railway Board in 1962.

The study has pointed out that the Signals and Telecommunication staff on North Eastern Railway has increased from 1667 in 1957-58 to 2568 in 1960-61 representing an increase of 54 per cent as compared to only an increase of 11·5 per cent during the corresponding period on the Western Railway. The study also brings out with the help of a comparative statistical table that "the proportion of Signals and Telecommunication staff to the total railway staff was highest on the North Eastern Railway being 3·1 per cent."

The following concrete measures were suggested by the Efficiency Bureau to effect economy in staff:

(a) *Telecommunication Staff at Gorakhpur*

Separate maintenance staff has now been provided for each inter-communication exchange located in different office buildings at Gorakhpur and for the maintenance of electric clocks, call bells, etc. Similarly, telephone operators for switch board attendance and for enquiries and line maintenance staff for overhead line and for cables are provided separately. As the division of duties between different categories of telecommunication maintenance staff has not been well-defined, it appears that there is scope for reduction. Intercommunication exchanges and clocks need not be manned round the clock as generally only faults need centralised gang. Telecommunication staff for land lines and wireless are still separate, in spite of the general directive for dual-trained staff. Combination of the duties for staff down to the level of Telecommunication Inspector would also lead to some saving in staff.

(b) *Workshops Staff*

A sizeable amount of workshop capacity seems to be devoted to developmental and experimental works. As the Central Railway Workshop at Secunderabad, which is the largest Signals and Telecommunication Workshops, is being specially developed for production of electrical signalling materials under expert advice provided through the Board, it would be advantageous for that railway to take over all works of developmental experiments, utilising also the facilities available with Indian Railway School

of Signal Engineering and Telecommunication (IRSSET), instead of duplicating it on the North Eastern Railway. The staff and equipment of the North Eastern Railway Workshop can be reduced accordingly.

However, the most effective method of reducing the workshop staff would be to restrict the scope for signalling works on the North Eastern Railway to more conventional lines, thereby confining the demands on the workshops to standard equipment only. The demands of standard equipment would also reduce if more conventional signalling is adopted which require less equipment. It is not possible to correctly assess the reduction in staff, thus possible, unless the works are analysed critically. But on a rough comparison with the Western Railway and in view of the works already completed on this railway, it seems that a reduction upto about 40 per cent may be possible, if the production is confined only to the actual needs of this railway, based upon traffic. If such a large reduction would result in idle capacity of the facilities already provided, it can be usefully employed to take over works for other railways, especially of the Northeast Frontier Railway, without adding to the expenditure on this railway.

(c) *Signal Maintenance Staff*

The Signal Maintenance Staff per 1000 units in heavy section on North Eastern Railway is 23·6 as against 42·5 on Western Railway and on light section 19·3 as against 20·1 on Western Railway. The average staff per 1000 units, therefore, comes to 21·5 on North Eastern Railway as against 31·5 on Western Railway. It will be noted that the average staff per 1000 units on North Eastern Railway is less than that on the Western Railway. Therefore, any material reduction in staff does not appear to be feasible. Also, in view of the increasing number of signal failures on the North Eastern Railway and the large number of installed equipment in service, any material reduction in staff does not appear advisable. However, the following suggestions may guide the railway:

(i) *Mechanical Signalling Staff.*—Although the total mechanical signalling staff per equipment is comparable with other railways, the assistance provided for the maintainers in the lighter sections can be reduced. Every maintainer on the

North Eastern Railway is provided with a semi-skilled assistant in addition to a khalasi, which is not the practice on all sections of the Western Railway. This semi-skilled attendant attached to the Mechanical Signal Maintainers of the lighter sections can be removed and a few posts of semi-skilled artisan created in the general repair gang of the Signal Inspector, as being more economical. Two assistants per maintainer do not appear justified on this railway, in all cases, in view of the light traffic. Considering that 2/3rd of the sections can be considered as 'light' on an estimate of 149 maintainers' sections, this can cause an estimated reduction of about 2/3x149=100 Class IV staff, amounting to a saving of about Rs. 1,30,000/- per annum.

(ii) *Electrical Signalling Staff.*—Practically all electrical signal maintainers are provided with a khalasi and a Batteryman, while on the light sections of most of the other railways, they have generally one assistant in either of the grades. It is, therefore, suggested that one of the posts may be surrendered. The grade in which the assistant is operated may depend upon the type of electrical equipment installed. Considering that there are about 76 Electrical Signal Maintainers on this railway out of which 50 per cent may be considered light, this can effect an annual saving, on the average of 76x1278x½—Rs. 46,000 per annuam.

(d) *Headquarters Clerical and Technical Staff*

The staff in the Chief Signal and Telecommunication Engineer's Office on North Eastern Railway is excessive, the clerical staff being 91 as against 45 on the Northeast Frontier Railway or only 20 on the Western Railway. The number of staff at Headquarters in the higher grades is also more on this railway than on the other railways. As the North Eastern and Northeast Frontier Railways are administered on the District system, the Western Railway functions on the Divisional system, a proportionately larger Headquarters clerical staff on the former railways can be reasonably expected with a correspondingly small amount of staff at the District level. But, the clerical staff in the District offices of the North Eastern and Northeast Frontier Railways are also large in comparison with the Western Railway, in addition to the larger

Headquarters staff. It has been stated by the North Eastern Railway that a large portion of this staff is engaged in planning. But, it is not clear why such large planning is necessary on this railway whose anticipated increase in traffic is in no way greater than on the Western Railway. As regards actual requirements at wayside stations, typical signalling plans prepared by the RDSO already exist and the principles governing electrical controls have been approved by the Board. If these instructions are followed no original planning for ordinary signalling schemes should be necessary on the railway.

(e) *Officers*

The number of officers on this railway now is almost equal to that on the Western Railway, in spite of the traffic density being much less. The equipment under the charge of each Inspector is, however, much more than on other railways. It is, therefore, recommended that in the interest of better supervision and economy, some posts of Officers should be surrendered and more posts of Inspectors created."

16. The Efficiency Bureau also pointed out that "it is immediately necessary that all works and proposals for line capacity and improvements to signalling on this railway should be examined carefully in comparison with other Metre Gauge Railways so as to ensure that besides the minimum statutory requirements and the actual requirement for the traffic to be handled, no additional facilities or devices are provided. While there is no doubt that advanced forms of signalling is the right answer to the increasing demands of line capacity combined with safety, the facilities actually required should match the needs of transportation. The following works under progress or proposed on this railway deserve reconsideration on the above lines:

(i) Provision of automatic colourlight signalling with panel interlocking between Lucknow and Daliganj, which provides a headway of approximately 5 minutes between trains, whereas according to present time table the trains run not less than 50 minutes apart in the morning and evening only.

(ii) Provision of two cabins where one cabin may do.

(iii) Provision of additional reception lines, facilities for precedence, simultaneous reception, etc.

(iv) Provision of elaborate electric-mechanical systems of inter-cabin slotting and SM's control, especially in case of Double Wire Central Cabins.

(v) Provision of track circuits for putting back of approach and departure signals on single lines, with traffic not exceeding 20 trains each way.

(vi) Use of thermal element time release circuits for holding of routes.

(vii) Providing of approach signals in the 'ON' position in single line block circuits.

(viii) Provision of interlocking in goods-yards and electric controls on goods-line points."

Action Taken on Efficiency Bureau's Recommendations.

17. The Ministry of Railways were asked to furnish a detailed note showing action taken in pursuance of the above recommendations of the Efficiency Bureau to rationalise the strength of staff in the Signals and Tele-communication Department. The Ministry of Railways have stated as follows:

"It has been observed in the Report of the Efficiency Bureau that on the basis of the average number of staff for maintenance for 1000 units, the staff on the North Eastern Railway is less than on the Western Railway and that no reduction is possible with the present outlay. It has also been stated in the report that the equipment being provided on the North Eastern Railway is in excess of actual requirements, and as the staff provided is commensurate with the workload, reduction is only possible if the equipment is reduced.

On a detailed examination of the standards of signalling obtaining or being provided on this Railway, it is found that these are generally commensurate with the traffic obtaining. In fact, certain sections still have only rudimentary interlocking, which should have standard interlocking. The design of signalling installations generally follows the provisions of the rules and the equipment provided is mostly to I.R.S. Designs and specifications.

In the report itself, the reduction of the equipment at this stage has been considered to be a retrograde step, but the possibility of reduction in staff in some fields compared with other Railways has been indicated. With further installations subsequently added, with consequential increase in workload, it has not been possible to effect reduction in staff in these fields, as explained hereafter.

Most of the developmental and experimental work referred to in the report related to production of

equipment for sanctioned works in hand, and all these have since been completed. These were in connection with building up control panels utilising some released slide frames, manufacture of rod-operated lifting barriers with 4 half barriers to meet the local requirements of a particular level crossing and study of new type of Relay Automatic Block proposed to be tried under the instructions of the Board.

It has since been decided that all major developmental and experimental works would be undertaken in the proposed Central Signal Workshops, for obtaining collaboration for which tenders have already been issued. The workshops on the Railway would undertake such work only for simpler items which are required for current works and day to day maintenance. Further, to avoid overlapping, various simpler items have been rationalised and distributed for development and manufacture among the various workshops.

The Railway was asked to examine the possibility particularly of (i) economy in the strength of telecommunication maintainers and batterymen by suitably grouping the installations and creating a central gang, (ii) reduction of one helper from staff provided to the maintenance fitter on sections with light traffic, and (iii) also to review the strength of staff in the CSTE's Office already job-analysed.

The Railway has submitted that, with further installation since added, and consequent increase in work load since the submission of the Report, it has not been possible to effect any reduction in staff.

As regards the number of officers, the figures in the report include a number of officers engaged on construction works in hand. The actual number of officers engaged on maintenance in 1961 was 11 on North Eastern against 15 on the Western Railway, and considering the amount on the Railway this would appear to be reasonable.

The need for economy has, however, been impressed on the Railway, and in sanctioning additional staff, due consideration is being given to the actual needs and the observations made in the Report.

The types of works referred to in the Report cover requirements of traffic and safety and the neces-

sity for the individual items under each of the categories has been carefully examined before undertaking each such work.

The particular point in the Report about the standard of signalling provided on the North Eastern Railway being higher than what is justified by the traffic has been, and will be, kept in view, while dealing with proposals for various works on the Railway."

The Committee cannot help concluding that the Railways have not given any serious consideration to the report of the Efficiency Bureau and that in spite of the remarks and recommendations of the Efficiency Bureau, due care has not been exercised in sanctioning additional staff for the Signals and Telecommunication Department of the North Eastern Railway. They would like the Financial Adviser of the North Eastern Railway to exercise a special check in this behalf and to see that no additional posts for Signals and Telecommunication Department are sanctioned unless he has satisfied himself that all avenues of rational and economic utilisation of existing staff have been exported. The Committee agree with the Efficiency Bureau that while advanced forms of signalling may be necessary to meet the increasing demands of line capacity combined with safety, facilities to be provided should match the needs of transportation and, the Committee would add, should not be extravagant or greatly in excess of requirement.

CHAPTER II

TRANSPORTATION

TRENDS IN TRAFFIC

18. The development programme for Railways in the Third Plan was drawn up in relation to a total traffic of 245 million tons estimated to materialise in 1965-66. It was subsequently revised so as to provide for capacities adequate for carrying 260 million tons. Owing to shortfalls anticipated in the production of steel, coal and cement industries, originating traffic in the last year of the Third Plan is now reckoned at about 241 million tons. However, since the traffic will be growing steadily over the remaining period of the Plan, originating traffic on the Railways during the last quarter of the year 1965-66 is expected to correspond to a higher annual rate than the estimate of 241 million tons for the year as a whole. The Railways propose to carry out the rail transport programme as enlarged so that transport capacities should be adequate and even a little ahead of actual need at the beginning of the Fourth Plan.

As regards passenger traffic, the Third Plan envisages an increase of 15 per cent on long distance passenger traffic, the subarban traffic being catered to the fullest possible extent. During the first three years of the Third Plan, the passenger traffic in terms of passengers originating has risen by 17·1 per cent over the level of 1960-61, the last year of the Second Plan as would be seen from the following figures:

Passengers Originating (in millions)
(All Railways)

1950-51 (Pre-Plan Year)	1955-56 (Last year of First Plan)	1960-61 (Last year of Second Plan)	1962-63	1963-64	1965-66 (Last year of Third Plan) (Forecast)
1,284	1,275	1,594	1,750	1,867	1,833
(100)	(99·3)	(124·1)	(136·3)	(145·4)	(142·8)

19. The North Eastern Railway in formulating its proposals for the Third Five Year Plan provided for a general increase of 10 per cent in passenger traffic and 30 per cent in goods traffic over what was carried in the last year of the Second Plan. Trends in Traffic on North Eastern Railway.

The actual increase in the traffic on the North Eastern Railway during the years 1961-62 to 1963-64 are given below:

1961-62: The volume of tonnes carried showed an increase of 3·87 lakhs under all categories, representing an increase of 4·08 per cent over 1960-61.

The number of passengers carried* and passenger kilometres showed an increase of 5·8 per cent and 15·13 per cent respectively over 1960-61.

1962-63: The goods traffic carried showed an increase of 3·5 lakh tonnes under all categories or an increase of 2·9 per cent over 1961-62.

The number of passengers carried* and the passenger kilometres showed an increase of 5·57 per cent and 5·96 per cent respectively over 1961-62.

1963-64: The goods traffic carried showed an increase of 2·89 lakh tonnes under all categories or an increase of 2·39 per cent over 1962-63.

The number of passengers carried* and passenger kilometres showed an increase of 11·4 per cent and 5·60 per cent respectively over 1962-63.

The particulars of traffic handled by the North Eastern Railway during the last three years are given below:

(Figures in Millions)

Particulars	1961-62	1962-63	1963-64
Passengers			
Passenger Kilometres	5,958	6,314	7,017
Goods			
Net Tonne Kilometres	2,385	3,052	3,276

Operating Efficiency

Engine and Wagon Usage

20. The Engine and Wagon usage is a fair index of operating efficiency on a Railway. The table below indicates the engine and wagon usage on the North Eastern Railway

*For details regarding number of passengers carried, *see* para 74.

during the last three years as compared to All Railways (Metre Gauge):

	North Eastern Railway		All Railways	
	1961-62	1962-63	1964-63	1962-63
Engine Usage				
(a) Engine Kilometres per day per engine in use (passenger services)	229	230	231	223
(b) Engine Kilometres per day per engine in use (goods services)	113	117	118	146
(c) Engine Kilometres per day per engine in use (all services)	164	167	165	169
(d) Net tonne kilometres per goods locomotive day in use	26,774	29,650	31,452	30,587
Wagon Usage				
(a) Wagon Kilometres per wagon day (in terms of 4 wheelers)	40·1	42·6	47·3	56·8
(b) Net tonne Kilometres per wagon day (in terms of 4 wheelers)	296	332	372	474
(c) Net tonne Kilometres per goods train hour. . .	3,898	4,439	4,626	4,545

Low Utilisation of Engines

21. The following figures indicate that the utilisation of engines (steam)* in terms of hours worked per day per engine (steam) available for use on the North Eastern Railway was amongst the lowest in Metre Gauge Railways:

Name of Railway (Metre Gauge)	Hours worked per day per engine (steam) available for use	
	1962-63	1963-64
North Eastern	10·5	10·4
Northeast Frontier	11·0	10·8
Central	12·3	12·3
Northern	10·8	10·4
Southern	10·7	11·1
Western	11·4	11·5

*There is only steam traction on this Railway.

The Ministry of Railways have stated in their elaborate reply that in comparing the statistics of engine utilisation on the Metre Gauge sections of the Railways, it is necessary to bear in mind that the Metre Gauge of the Central Railway is not comparable, firstly because it is relatively small (only 1546 kilometres against 4,909 kilometres on the North Eastern and 2,761, 6731, 3298 and 5898 kilometres respectively on the Northeast Frontier, the Southern, the Northern and the Western Railways), and secondly because it is mostly part of the trunk route connecting the Northern and Southern Metre Gauge systems. If we exclude it, the statistics of other Railways do not show any wide fluctuations except those which may be attributable to the peculiar features of layout and traffic pattern, or to the influence of other temporary factors.

Largest Number of Branch Lines on North Eastern Railway.

22. It is stated that the North Eastern Railway has the largest number of branch lines, with the shortest average length per branch with the sole exception of Northeast Frontier Railway as would be seen from the following table:

Name of the Railway	No. of Branch Lines on the Metre Gauge	Average length of branch line Sections
Central	4	157·14
Northern	17	110·88
Western	35	73·12
Northeast Frontier	25	63·08
Southern	31	92·55
North Eastern	39	64·86

Density of Traffic.

23. Engine utilisation also tends to vary with the patterm and density of traffic, and is bound to be lower on short branch lines. The table below will show that the density of traffic is the lowest on the branch lines of the North Eastern Railway (barring the Central Railway):

Name of the Railway	Goods train Kilometres per branch line route Kilometre for the year 1963-64
Central	43
Northern	1,193
Western	1,249
Northeast Frontier	847
Southern	1,422
North Eastern	667

24. The main line and branch line route kilometrage as well as the proportion of branch line route kilometrage to total (Railway-wise), for the Metre Gauge is given below: Proportion of Main and Branch Lines.

Name of the Railway	Main Line	Branch Line	Total	Proportion of branch line route kilometrage to total
Northern	1411·97	1885·68	3297·65	57·2
Central	916·96	628·57	1545·53	40·7
Western	3119·46	2778·69	5898·15	47·1
North Eastern . . .	2379·61	2529·53	4909·14	51·5
Northeast Frontier . .	1183·96	1577·03	2760·99	57·1
Southern	3862·30	2869·19	6731·49	42·6

It has, however, been explained that the above table has only theoretical significance as the actual utilisation would depend on the number and average length of branch line sections and the density of traffic thereon.

The Committee find that the hours worked per day per engine available for use on the North Eastern Railway increased from 10·3 in 1961-62 to 10·5 in 1962-63 but again fell to 10·4 in 1963-64. Engine utilisation on this Railway continues to be the lowest as compared to other Metre Gauge Railways. The Committee would stress the need for taking concerted measures to improve engine utilisation. Since larger number of branch lines and their shorter average length are stated to be mainly responsible for the low utilisation of engines on the North-Eastern Railway, the Committee would suggest that the Railways may consider the feasibility of extending some of the branch lines and of inter-connecting them, keeking in view the traffic requirements of the areas served and the availability of funds.

Speed of Goods Trains

25. The average speed of goods trains in 1962-63 on the North Eastern Railway was low as compared to most

other Metre Gauge Railways (steam traction) as would be seen from the following table:

1962-63

Average speed of Goods Trains
Metre Gauge Railways (Steam)

	Train Kilometres per Train Engine Hour	
	Through Goods	All Goods
North Eastern Railway	14·7	11·0
Northeast Frontier Railway	13·5	10·3
Southern Railway	16·7	15·0
Western Railway	15·2	13·6
Average for Metre Gauge	16·1	13·5

It has been stated by the representative of the Ministry of Railways during evidence that the main reason for the low speed of goods trains on North Eastern Railway is the high percentage of sectional, shunting and van trains. The percentage of sectional, shunting and van trains on North Eastern Railway is 62 per cent of all trains as against 42 per cent on Metre Gauge system of other Railways. The number and percentage of passenger trains on the North Eastern Railway is also comparatively higher than on other Metre Gauge Railways. Besides, there are some sections of the North Eastern Railway where the maximum permissible speed of goods trains is very low due to the condition of track.

The Committee note that there has been slight improvement in the speed of goods trains on the North Eastern Railway in 1963-64—the speed of through goods trains being 15·0 kilometres and of all goods trains being 11·1 kilometres.

The Committee, however, feel that there is scope for improving the performance specially in view of the planned programme for replacement of old engines, rehabilitation of track, modernisation of signal and tele-communication facilities, development of line capacity etc.

Shortage of Locomotive Power

26. It has been stated in the Annual Report of the North Eastern Railway for 1963-64 that there was "shortage of power resulting in the unsatisfactory mobility of

goods stock and consequent shortfall in the supply of stock for loading particularly during the month of February, 1964."

The Committee are informed that the North Eastern Railway had 814 engines at the beginning of February, 1964, against a requirement of 823. Apart from the shortage, a large number of available engines were old and of low tractive effort. The shortage was rendered even more acute because at that time 10 of the main line engines (7 YP and 3 YG) which have a higher tractive effort than the others were out of commission due to caustic embrittlement of the boilers.

Since February, 1964, the North Eastern Railway has received a total of 49 engines (23 YP and 26 YG). With the receipt of these additional engines in the last few months, the shortage of power on this Railway has been substantially eased. A further 68 YP type engines are on order.

The break-up of the holding of engines by classes as in February, 1964 and November, 1964 is as under:

Classes of Engine	February, 1964	November, 1964
YP	131	154
YG	187	213
YB	50	50
YL	118	118
WD	76	76
P	90	84
PM	7	5
B	59	55
RC	18	18
RS	19	21
GS	4	4
T	20	20
LS	4	4
ST	3	3
H	8	6
F	20	8
TOTAL	814	839

Number and Percentage of Overaged Locomotives.

27. The Committee find from the following statement furnished by the Ministry of Railways that the number and percentage of overaged locomotives on the North Eastern Railway were about the highest in the country on the 31st March, 1963:

Railway	Stock owned as on 31-3-1963	No. of overaged stock as on 31-3-63	No. of overaged stock as on 31-3-64
North Eastern Railway	819	186	172
Central Railway	150	23	
Northeast Frontier Railway . . .	519	53	
Western Railway	934	175	
Northern Railway	346	78	
Southern Railway	1024	246	

The following is the replacement programme of the 172 overaged locomotives:

Locomotives proposed to be replaced during the year 1964-65—11.

Locomotives proposed to be replaced during the year 1965-66—11.

Locomotives proposed to be replaced during the Fourth Plan period—150.

The Committee would like the Railway Board to ensure that the North Eastern Railway are given their full quota of new locomotives in replacement of the overaged ones and that the percentage of overaged stock is reduced to the extent feasible.

Rationalisation Scheme

28. The Rationalisation Scheme governing the movement of traffic offering for and emanating from stations on the Metre Gauge systems of North Eastern and Northeast Frontier Railways was first introduced in the year 1954 in consideration of the following factors:

(i) There was shortage of Metre Gauge stock against the growing requirements of transport demands generated as a result of post-war development in the country. It became, therefore, necessary to shorten the lead of movement on the Metre Gauge in order to maximize the use of Metre Gauge stock.

(ii) The traffic had to flow into the Metre Gauge system through a large number of transhipment points, each with its own limitations. The capacity available for transhipment had to be taken into consideration while canalising the movement of traffic.

(iii) The line and terminal capacities available on the Metre Gauge system were inadequate to match the traffic needs and only a rationalised movement taking into account the quantum of facilities available, would cater for the free flow of traffic into and out of Metre Gauge system.

It was in this context that the Rationalisation Scheme was first introduced for governing booking from Broad Gauge to Metre Gauge in the year 1954, and from Metre Gauge to Broad Gauge in the year 1955.

Modifications in Rationalisation Scheme.

29. This scheme has been modified subsequently taking into consideration the progressive augmentation of facilities and expansion of transhipment capacity effected from time to time.

With the construction of the Rajendra Pul and the creation of transhipment facilities on an extensive scale at Garhara, and the completion of various line capacity works, progressed on the North Eastern Railway during the Second Plan period, it was considered desirable to relax the Scheme to the extent feasible, since under the Scheme traffic was being canalised by longer routes and this involved payment of higher freight charges calculated on the carried route. There were frequent representations from the Trade that traffic should be canalised by the shorter routes so as to obviate the need for payment of higher freight charges. Having regard to these re presentations and the increased availability of facilities, a substantial modification of the Scheme was effected from 1-12-1959.

The Scheme has been further liberalised from time to time, and till October, 1964 included only the following restrictive features on the North Eastern Railway:

I. *Via Barabanki*

Traffic offering from Broad Gauge stations is permitted to be booked *via* Barabanki only for the Metre Gauge station falling within the 'Barabanki Zone' which includes all Metre Gauge stations east of Sitapur (exclusive) and west of Gorakhpur (inclusive).

II. *Via Bhagalpur*

Booking of traffic *via* Bhagalpur from Broad Gauge stations is limited to the following stations:

(i) Stations on the Katihar (East) district of the Northeast Frontier Railway.

(ii) Stations on Murliganj—Prnea Court and Banmankhi-Behariganj sections of the North Eastern Railway.

(iii) Loco coal for Barari Ghat is also booked *via* Bhagalpur.

Traffic, with certain exceptions, for these stations is not permitted to be booked by any other routes, except *via* Bhagalpur, Manduadih or *via* Sakrigali/Manihari Ghat.

Traffic for no other Metre Gauge destination is permitted to be booked *via* Bhagalpur even though this might constitute the shorter route.

In the opposite direction traffic from stations on the Murliganj-Purnea Court and Banmankhi-Behariganj sections is permitted to be booked by any route other than *via* Garhara.

Traffic from stations west of Maheshkhunt is not allowed to be booked *via* Bhagalpur.

III. *Via Monghyr Ghat*

This route is open for through booking of coal and stone-chips for stations on the following Metre Gauge sections:

(i) Sahebpur Kamal Jn.-Mansi-Supaul;

(ii) Saharsa-Dauram Madhepura; and

(iii) Khagaria-Samastipur.

It was the practice in the past to permit booking of traffic for Broad Gauge destinations from stations on the Barabanki Zone i.e., stations east of Sitapur and west of Gorakhpur, only *via* Barabanki even though the routes *via* Manduadih and Garhara happened to be shorter. As a result of frequent representations from sugar trade action was taken initially to equalise the freight *via* Barabanki to that obtaining *via* Manduadih, the cheaper route. Subsequently action has been taken to scrap the Barabanki Zone in so far as booking from the Metre Gauge stations to Broad Gauge destination is concerned.

Recent Relaxation in Rationalisation Scheme.

30. Recently a further review has been made of the need for retention of the truncated Rationalisation Scheme, taking into consideration the substantially augmented facilities that have been made available during the Third Plan period, and the higher transhipment

potential created at places like Garhara and Manduadih. As a result of the review, all restrictions on the movement of goods traffic *via* Bhagalpur have been removed with effect from the 21st November, 1964 with the exception of heavy lift consignments weighing over 10 tons. Booking of goods *via* Barabanki from Broad Gauge stations continues however to remain restricted to stations falling within the Barabanki Zone. It is proposed to relax this restriction as soon as adequate transhipment potential has been built up at Barabanki.

The Committee are glad to note the relaxations which have lately been made in the Rationalisation Scheme and they hope that it would help the Railway to attract the much needed increase in goods traffic.

Movement of Coal by Longer Route.

31. It has been represented to the Committee by the Indian Sugar Mills Association that:—

> "It has been invariably claimed by the Railways that there has been a remarkable improvement in the supply position of wagons and that they are now having surplus capacity. Keeping this aspect in view, the Rationalisation Scheme of Transport which was brought into force mainly with a view to reduce the load on the N.E. Railway and under which consignments to certain directions from various points are allowed to move only *via* the dearer route to suit the operational convenience of the Railway, the users being required to pay a higher freight, is difficult to appreciate. For instance, coal traffic to sugar factories in North Bihar and certain parts of East U.P. situated on the North Eastern Railway from West Bengal and Bihar is allowed to move *via* Manduadih, while the normal and the shortest route is *via* Garhara. It is suggested that with the improvement in the supply position of empties as claimed by the Railway, either the Rationalisation Scheme of Transport requiring the movement consignments by dearer route be abolished or the freight charged by the Railway on consignments moved *via* dearer route be equivalent to the freight applicable for movement *via* the normal and the shortest route."

The representative of the Ministry has stated during evidence that it has not been possible on account of operating difficulties to take coal from Karanpura coalfields to destinations on Metre Gauge of the North Eastern Railway through Garhara and that they have carried such traffic *via* the longer but straight route through Manduadih. In response to another question, it has been stated that the difference in the freight rate between the consignments moved *via* Garhara and *via* Manduadih varies

according to the source of coal and the point of destination, but roughly speaking, it is of the order of Rs. 3 to Rs. 6 per ton. The representative of the Ministry has concluded that "We are reviewing this. We will review the whole thing and try to reduce the difficulties of the consumers to the extent possible."

The Committee would stress that the whole matter should be examined early and necessary relief afforded as far as practicable.

Movement of Goods

32. The tons carried and earnings by principal commodities for the last two years are indicated in the table reproduced in Appendix I.

In the following paragraphs, the movement of some of the principal commodities carried over the North Eastern Railway is discussed.

Sugarcane Traffic

Drop in Tonnes Carried.

33. Sugarcane constitutes the heaviest traffic on the North Eastern Railway. There has been a drop in offering of this traffic in recent years as would be seen from the following table:

Year	No. of wagons Loaded (In terms of 4 wheelers)	Total Tonnes Carried (Figures in Thousand)
1961-62	1,90,505	1,725
1962-63	1,66,490	1,499
1963-64	1,14,621	1,033

It has been stated that the drop in offering of sugarcane traffic in 1962-63 as compared to 1961-62 was due partly to a poor crop and partly to a fall in the acreage under sugarcane cultivation as a result of partial diversion of the land to other crops. A cut in the supply of cane to the Mills by 10 per cent in accordance with an order of the Government was another significant factor.

As regards the further fall in sugarcane traffic in 1963-64, it has been stated that apart from the 10 per cent cut in the production of sugar ordered by the Bihar and U.P. State Governments, there was a significant diversion of sugarcane for jaggery (gur) production owing to higher prices ruling for jaggery.

34. The Ministry of Railways have stated that the following measures have been taken by them to encourage movement of sugarcane on the North Eastern Railway: Measures to attract Sugar-cane traffic.

(i) *Prompt supply of wagons*

(a) A programme of movement of cane by rail is drawn up annually in advance of the season in consultation with the Cane Commissioners and the Sugar factories. Wagons are supplied on demand as per the programme.

(b) The movement of Sugar ex-factories to various destinations is allowed in priority class 'C' of the Preferential Traffic Schedule. This is a sufficiently high priority which ensures prompt supply of wagons.

(ii) *Non-levy of Registration Fee*

The registration fee hitherto levied on the indents registered in respect of sugar and sugarcane has since been withdrawn.

(iii) *Grant of liberal free time*

Free time for unloading of Sugarcane and loading of sugar wagons is generally allowed according to the pilot to pilot system which has been introduced extensively having regard to local conditions of working. According to this, the free time available for handling a wagon is not five hours, but the actual time interval between two successive pilots, which is more than five hours.

The Committee are concerned to note the inadequacy of the measures taken to attract sugar-cane traffic and the consistent fall in the sugar-cane traffic on the North Eastern Railway. The Committee would stress that all efforts should be made by the Railway to arrest this decline by offering better facilities and service for transport of sugarcane.

35. It has been represented to the Committee by a transport users' association that "In Saharsa district, lots of sugar cane were grown but due to movement difficulties people had to burn their crops." Supply of Wagons for Sugarcane Traffic.

The Ministry of Railways have stated that "No report was received by the Railways about destruction/burning of sugarcane crops in Saharsa District due to transport difficulties. The Cane Commissioner, Patna, who was referred to, has stated that he also is not aware of any such case. There was adequate capacity for the movement of cane traffic on the sections from Mansi to Saharsa and Saharsa to Purnea."

The Committee desired to know the details of wagons indented for and supplied for sugarcane traffic during

1962-63 and 1963-64, and the information supplied by the Railways is reproduced below:

Type of Wagons	1962-63		1963-64	
	Indented	Supplied	Indented	Supplied
Open	99,597	1,01,364	1,27,569	1,30,765
Covered	4,708	2,941	4,865	1,640
TOTAL . . .	1,04,305	1,04,305	1,32,434	1,32,405

It would be seen from the above that while the total number of wagons supplied in 1962-63 was equal to the number indented, they were short by only 29 wagons in 1963-64. The Committee are, therefore, inclined to agree that adequate number of wagons have been made available by the North Eastern Railway for movement of sugarcane traffic.

The Committee, however, note that the covered wagons supplied as compared to indents were short by 1,767 in 1962-63 and 3,225 in 1963-64. The Committee understand that covered wagons are asked for by the factories for despatch of sugarcane when it has to travel over a comparatively longer distance or where it is apt to suffer detention in yards like Mansi which are notorious for pilferage. *The Committee feel that either the Railways should make efforts to supply wagons of the type required by the sugar factories or tighten up security measures en route so that safety of cane may be ensured and the necessity of covered wagons may be obviated.*

Heavy Detention of Sugarcane Wagons at Mansi.

36. It has been represented to the Committee by a leading association of sugar interests that cane loaded wagons brought to Mansi 'are detained for long and lot of cane is pilferaged'. The Committee have been informed that wagons at Mansi are received from three sections—Mansi-Thanabilipur, Mansi-Khagarya and Mansi-Saharsa. The time interval between the arrival of these wagons and their being formed into separate pilots is about ten hour. It has been stated that the pilot leaves Mansi at about 05·00 hours in the morning and that 'it cannot leave earlier because the arrival at an earlier time does not suit the sugar mills'.

The Committee consider that in the face of the persistent complaints from the sugar interests about pilferage of sugarcane at Mansi, the Railway authorities should have effectively tightened security measures in that yard. The detention of wagons in Mansi yard should also be reduced to the minimum. The Committee have no doubt that the sugar mills will fully cooperate with the Railways in agreeing to receive the wagons in the earlier hours of the day

if this would reduce the detention of wagons at Mansi. Incidentally, the elimination of pilferage in Mansi yard would also reduce the demand for covered wagons, for movement of sugarcane, which the North Eastern Railway find at present difficult to meet.*

Defective Tanker Wagons.

37. It has been represented to the Committee that about 169 K.C. type molasses tankers on the North Eastern Railway are either without marked carrying capacity or there is wrong marking on them. Consequently they are sometimes over-loaded while at other times they are not loaded upto the capacity. In case of overloading the wagons are returned for draining out the excess quantity which leads to unnecessary delay in movement.

It has been admitted by the Railways that out of 169 K.C. type molasses tank wagons, the carrying capacity of 110 tankers had been incorrectly marked. It has been added that the complaint in this regard was received first in February, 1962 and that so far correct carrying capacity has been marked on 99 such tank wagons. The correct marking is expected to be completed on the remaining 11 tank wagons very shortly.

The Committee are surprised that the Railways have taken an inordinately long time, nearly three years, to rectify incorrect markings. They consider that the mistakes in marking should have been rectified within a short period of their coming to notice. The Committee would suggest that the Railways should tighten up the checking arrangements in the Workshops so that errors of this nature do not recur.

Placement of Empties.

38. A complaint has been received by the Committee from a leading association representing sugar interests that "placement of empties and loaded cane wagons are piled up at the stations and are placed at the mills' sidings for clearance in bunches. Similarly, lot of empties are allowed to accumulate at the mills' siding which causes jamming."

The Ministry of Railways have stated that the complaint is without any foundation as wagons are either placed at the mills' siding at the scheduled time as laid down under the pilot to pilot system or as and when they are available, without being held back in either case. It has been added that the running of sugar cane shuttles is carefully watched so as to ensure that they run to the scheduled timings. It has been claimed that 97 per cent of the sugar cane shuttles ran to time during the last sugar cane season.

While the Committee appreciate the punctual running of sugarcane shuttles, they feel that there is room for

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*Please see para 35.

closer coordination between the station authorities and the sugar factories to obviate complaints of the nature referred to above.

Unsatisfactory Condition of Loading Ramps.

39. It has been represented to the Committee by a leading association representing sugar interests that at the following stations of the North Eastern Railway sufficient facilities do not exist for loading of sugar cane:

Name of Station	Remarks
(i) Mansi	Space provided in the shape of loading ramp is insufficient. Loading ramps should be constructed according to the number of wagons to be loaded simultaneously.
(ii) Begusarai . . .	
(iii) Lakho . . .	
(iv) Imli	
(v) Olapur . . .	
(vi) Paintepur . . .	No loading ramp has been provided.
(vii) Sarju. . . .	Loading ramps at these stations need repairs.
(viii) Colonelganj . .	
(ix) Manipur . . .	
(x) Tahsil . . .	
(xi) Fatehpur . . .	
(xii) Mahmudabad . .	
(xiii) Dudahi . . .	Loading ramps are not in the level of bullock cart lines causing hardship in easy plying of carts.
(xiv) Jalalpur . . .	

The Ministry of Railways have informed the Committee that only one complaint was received by North Eastern Railway in July, 1964 regarding extension and repair of loading ramp at Mansi. Repairs to the loading ramp have since been carried out while extension of the ramp was not found justified by traffic.

As the Railways are looking for traffic, the Committee would suggest that the North Eastern Railway authorities may on their own review the facilities and conditions of maintenance of the loading ramps for sugar cane so that the apprehensions expressed by sugar factories about their adequacy are removed.

Movement of Sugar

Forfeiture of Wagon Registration Fees.

40. Sugar at present is under control and its movement is sponsored and regulated by the Union Government. The factories are required to despatch sugar to the nominees of State Governments. On the issue of the release order by the Government these nominees send earnest money deposit to the factories who in turn are required to place indents for wagons for movement of sugar immediately. If the sugar is not despatched within the validity period of the release order which is 45 days, the quota of

the mills lapses and revalidation of the same has to be obtained which takes considerably long time.

The areas in Assam and West Bengal get their supply of sugar from factories situated on stations on the North Eastern Railway and the same has to be despatched *via* Katihar. It has been represented to the Committee that this route mainly remains restricted with the result that factories are not able to despatch sugar against the release orders within their validity period. Consequently the registration for wagons has to be cancelled by the sugar mills which results in some cases in the forfeiture of registration fee.

It has been stated by the Ministry of Railways that clearance of traffic offered on the North Eastern Railway for stations on the Northeast Frontiter Railway situated on the east of Siliguri is limited by the quota allotted which is short of requirements. It has also been admitted that on account of these factors, there is time lag between the demand and supply of wagons for stations east of Siliguri and that there have been occasions where sugar factories had cancelled wagon registration on the gorund that the validity of the permit issued by the Union Government authorising the movement of sugar for these destinations had expired. The Ministry of Railways have added that as per Rules, if the consignor cancels the indent within 15 days of the date of registration, the registration fee is forfeited. It has also been stated that there has been a partial relaxation in the matter of deposit of wagon registration fee and such fee is not demanded in respect of bookings from assisted/private sidings.

The Committee are glad to note the relaxation made by the Railways in respect of wagon registration fee for assisted/private sidings, but feel that there is a case for reconsideration of the rule of forfeiture of registration fee where the registration has to be cancelled by a sugar mill for want of supply of wagon by the Railways within the validity period of the permit.

Placement of Defective Wagons.

41. It has been represented to the Committee by a leading association representing sugar interests that sometimes defective wagons are supplied by the Railway at the mills' sidings for sugar loading thus causing unnecessary haulage and detenation of wagons.

The Committee called upon the association to substantiate their complaint and the following information has

been supplied by them in support of their statement:

Period—Calendar Year 1963

District	No. of empties placed for loading	No. of empties loaded	No. of empties rejected	Percentage of Col. 4 to 2
1	2	3	4	5
Samastipur	1986	1911	75	3·8
Sonepore	3075	2180	895	29·1
Gonda	2030	1683	347	17·00
Lucknow Jn. . . .	5335	4539	796	14·9
Izatnagar	2796	2394	402	14·3
Varanasi	..	..	..	..
TOTAL . . .	15,222	12,707	2,515	16·5

It would be observed from the above that the overall percentage of supply of defective wagons in the above districts was of the order of 16·5 per cent.

Asked whether the Railways had received complaints regarding supply of defective wagons to sugar factories, the representative of the Ministry has stated during evidence that "there were coplaints one or two months ago from two or three factories which came to our notice. The complaint was about leaky wagons. We have now introduced a system of pre-examination of wagons supplied to these factories and I hope there will be no more complaints from these factories.... The normal practice is that before the rainy season starts the Railways take action to make as many covered wagons as possible water tight."

The Committee consider that the percentage of rejected wagons is rather high and that the system of pre-examination of wagons for supply to sugar factories should have been introduced much earlier to obviate complaints. They would suggest that the system of pre-examination may be extended, as far as practicable, to the supply of wagons required for loading of commodities which are highly susceptible to 'wet'.

42. It has been represented to the Committee by the Indian Sugar Mills Association that the wagons supplied for loading of sugar at transhipment points are invariably very dirty and they are not properly cleaned and washed before the sugar bags are reloaded at the transhipment points. As a result the sugar bags are stained and they get very dirty. This is creating a considerable difficulty particularly with regard to export sugar. The buyers insist on clean bags and the contracts with them also provide for supply of clear bags. Consequently, very often the bags have to be changed at the ports at considerable cost. It has been added that out of 885,618 bags received during 1964, about 123511 bags were in stained and damp condition. The loss on shipment effected in bags works out to about Rs. 10 per 10 bags. The loss on quantities exported in bulk works out to about Rs. 3 per ten bags, as in this case the stained bags caused losses in the value of empty gunny bags only. Supply of dirty Wagons.

The Committee have been informed by the Ministry of Railways that the commercial staff at stations and transshipment points have already been instructed to have the wagons thoroughly cleaned before loading, through a notification in February, 1960. On the receipt of a complaint from the Indian Sugar Mills Association these instructions were reiterated and another notification was issued in September, 1963, followed by further references to the District officers from time to time. In June, 1964, detailed instructions were repeated, emphasising the need to take special steps to avoid complaints of this nature.

It has, however, been admitted that a complaint from the Indian Sugar Mills Associated about supply of unclean wagon was received as late as September, 1964. The complaint related to Lucknow Junction which is under the administrative control of the Northern Railway who have been asked to take suitable corrective action in the matter.

The Committee are informed that the Indian Sugar Mills Association have deputed a representative at Garhara transhipment point to contact the Railway authorities and to seek their co-operation and assistance in getting wagons properly cleaned before loading sugar.

The Committee feel that the Railways should tighten up measures particularly at transhipment points, to ensure that thoroughly cleaned wagons are supplied for loading of sugar bags, specially those meant for export.

Movement of Jute

43. It has been represented to the Committee that although the jute crops become available for movement by beginning of August, the Railways have sometimes failed to move Jute crops upto June of the next year.

The Committee have been furnished the following information regarding details of Jute traffic carried by the North Eastern Railway during the last three years:

Year	No. of wagons indented	No. of wagons supplied	Quantity of jute moved (Tons)	Outstanding registrations at the end of the year
1962-63	20,929	20,045 19,864 (carried)	1,69,648	134
1963-64	19,714	19,181 18,557 (carried)	1,59,533	79 (Oldest date of registration being 21-3-64)
1964-65 (Upto October, 1964).		7,230 (loaded)	53,374	..

The Committee also note that the 'Jute Meeting' held on the 27th July, 1964, by the representatives of the North Eastern Railway with the representatives of the Government of Bihar, the Jute Commissioner and other Jute interests expressed satisfaction at the performance of Railways in carrying Jute in the following words:

> "All the members present characterised the last year's performance as very satisfactory and desired that whatever arrangements were made during the last year should continue this year also."

The Committee, therefore, feel that the complaint made by the trade is not substantiated. Nevertheless, they would like like to point out that the total tons of jute carried in 1963-64 has come down as compared to 1962-63. Now that the wagon position on the North Eastern Railway has greatly eased, the Committee would suggest that efforts should be made to attract more Jute traffic to the Railways.

Movmeent of Perishables

44. The principal perishable commodities moving on the North Eastern Railway are mangoes, lichis, jack fruit, cauliflower and potatoes. Mangoes from Sonepore and Samastipur area are despached to Calcutta and Lucknow. Lichis from Muzaffarpur area move to Lucknow and Calcutta. Cauliflower from Kasganj and Sonepure area moves to Calcutta, and potatoes from Farukhabad and Varanasi area move to Gauhati, Jorhat Tinsukhia and other adjacent areas. Perishables moved and Transit time.

It has been stated during evidence that the average time taken in moving perishables to Lucknow is one day while for Calcutta it is three days.

The average transit time to move potatoes from Farukhabad and Varanasi areas to Gauhati, Jorhat, Tinsukhia and other adjacent areas is of the order of 9 to 10 days.

45. It has been stated that in the beginning of the season, the District Traffic Superintendent of the district concerned holds a meeting at which are present the District Officials and the representatives of growers and merchants. An estimate of the crop, the size of movement, the number of wagons required and the time of peak movement etc. are ascertained. A programme is accordingly chalked out. Most of the movement is actually by the luggage and parcel vans or in the brake vans of the various trains. Extra luggage vans and extra parcel vans are attached to the trains and room is found in the brake vans also. It has been stated that there has been a notable improvement in the movement of perishables and there has hardly been any specific complaint on the subject. Planning Movement of Perishables.

The Committee are glad to know that systematic efforts have been made by the Railway to speed up movement of perishable traffic. They, however, feel that the time taken for perishables to move to Calcutta (3 days) and potatoes to Assam side (10 days) should be reduced. They would also stress that special care should be taken to cut down the delay in transit, ensure proper loading at junction points and sealing of vans so that the goods reach the destinations not only speedily but also safely.

Petroleum (POL) Traffic

46. Bhagalpur, Garhara and Aishbagh are the three important stations on the North Eastern Railway where transhipment of POL traffic takes place. It will been seen from the statement below that the number of tank wagons load-

ed at Garhara and Aishbagh has been going down from year to year during the last three years:

	No. of tank wagons loaded		
	1961-62	1962-63	1963-64
Garhara	5,526	4,141	3,371
Aishbagh	1,506	958	235
Bhagalpur	526	588	561

Ithas been stated during evidence that previously the Metre Gauge areas were fed by the POL from Calcutta Port. The POL came to the transhipment points at Garhara, Aishbagh etc. by Broad Gauge and was transhipped and sent to metre gauge areas. With the commissioning of the Noonmati refinery, the requirements of the Metre Gauge areas are now met by the all Metre Gauge route, as a result of which the movement from Broad Gauge has considerably gone down.

Another significant development which has a bearing on the carriage of petroleum by the Railways is the commissioning of the Gauhati-Siliguri products pipeline on the 11th November, 1964. It has rendered 300 Metre Gauge tank wagons surplus on the Northeast Frontier Railway. The representative of the Ministry has stated in evidence that the movement of petroleum through pipelines was not originally envisaged in the Plan, but after some officials of the Ministry of Chemicals and Petroleum had gone abroad and seen the working of pipelines; they decided to have pipelines in India also. It has also been decided to have a pipeline from Barauni to Haldia/Calcutta and Barauni to Kanpur/Lucknow which would start functioning some time in the middle of 1965. It has been stated that the effect of movement of petroleum through pipelines is to render surplus the Railway tank wagons in use at present. In this connection, the Committee would like to draw attention to the following extract from the minutes of the meeting of representatives of the Railway Board with the Railway Inland Petroleum Movement Committee held on the 7th December, 1964:

> " *Item* 2: All India tank wagon fleet position:
>
> It was pointed out that *prima facie*, the exercise made by RIPMC* appeared to be incorrect in as much as a shortfall of 2064 MG tank wagons had been envisaged on 1-1-1966. Such a state of affairs could not possibly arise as currently a large number of MG tank wagons were idling. During the course of further discussion, it came

*Railway Inland Petroleum Movement Committee.

out that allowance had not been made for clearance of products by pipelines, movement in ordinary wagons, movement within bridging zones, etc. Summing up, Shri Jagjit Singh (Director of Traffic, Railway Board) stated that while in the past, there was a big gap between the actual availability and the requirement of transport and as such, over-estimation did not cause any serious difficulties, the position now was very much different. Even very slight over-estimation could result in heavy idling of assets. All possible care had, therefore, to be taken to assure that there was no error in estimation. He, therefore, requested the Trade to pool its wisdom and experience in making out a more realistic appraisal of their needs. The RIPMC agreed to undertake a fresh study."

The Committee cannot too strongly emphasise the need for closer coordination between the Petroleum interests/ Ministry of Chemicals and Petroleum and the Zonal Railways/Ministry of Railways in estimating and planning correctly for the movement of Petroleum products.

As regards the 300 tank wagons rendered surplus on the Northeast Frontier Railway, these have since been transferred to the North Eastern Railway and based at Barauni. There is a proposal to utilise these Metre Gauge tank wagons for carrying petroleum products from Barauni to Shakurbasti through an all Metre Gauge route, but since the cost of the longer Metre Gauge route would be higher as compared to the Broad Gauge route, the question of sharing the additional freight is understood to be under the consideration of the Railways and the Indian Oil Corporation Limited. *The Committee hope that a workable solution for the utilisation of the 300 surplus tank wagons would be found at an early date.*

Train Derailments

47. The Committee find that a study was conducted on the North Eastern Railway regarding train derailments in 1963. The following table indicates the incidence of train derailments on North Eastern Railway as compared to train derailments on Metre Gauge Sections of other Railways:

Railway	1957-58	1958-59	1959-60	1960-61	1961-62	Average
North Eastern . .	207	289	247	208	171	224
Central . . .	18	16	24	28	39	25
Northern. . .	57	77	62	71	50	62
Western . . .	65	72	84	97	105	85
Northeast Frontier .	..	116	129	130	161	134
Southern . .	135	172	156	158	181	159

It would be seen from the above that the derailments on the North Eastern Railway for the period 1957-58 to 1961-62 averaged 224 as against 25 on the Central Railway, 62 on Northern Railway and 85 on the Western Railway. The Ministry of Railways have given the following explanation for the high incidence of derailments on the North Eastern Railway:

"Derailments may be classified into two main categories, *i.e.* station derailments and mid-section derailments:

(a) (i) Station derailments on the North Eastern Railway from the bulk of the total number of derailments, their percentage being 79·3, 80·7 and 84·4 during the years 1960-61, 1961-62 and 1962-63 respectively. As is obvious, derailments at stations are mostly attributable to the failure of staff in that either the points are not correctly set or signals are disregarded, etc.

(ii) In regard to incorrect setting of points, etc. it may be stated that the conditions obtaining on the North Eastern Railway are rather at variance with those obtaining on the other Railways. According to the Report of the Railway Accidents Committee, while on the metre gauge system of Central, Northern and Western Railways, out of a total of 126,243 and 564 stations respectively, there are only 32 stations on the Northern and 16 on the Western Railways (there being no such stations on the Central Railway), which are purely non-interlocked, on the North Eastern Railway out of a total of 540 stations, there are as many as 249 *i.e.*, 46·1 per cent of such purely non-interlocked stations.

(iii) The pattern of traffic on the North Eastern Railway is such that it entails much more shunting than on any other system, whereby the chances of derailments during shunting correspondingly increase. It may be mentioned that on the North Eastern Railway, the goods shunting engine kilometres per hundred train kilometres are 57·2 as against 32:8, 39·2 and 34·5 on the Central Northern and Western Railways respectively, in the year 1962-63.

(b) Mid-section derailments formed 20:7, 19:3 and 15·6 per cent of the total train derailments during the years 1960-61, 1961-62 and 1962-63 respectively. These derailments were mainly due to track and rolling stock defects."

The Committee have been informed that the Ministry of Railways have taken the following steps to reduce the incidence of derailments:

(a) To ensure effective implementation of the accepted recommendations of the Railway Accidents Committee, a separate directorate under the title of Safety Directorate has been set up in the Railway Board itself. This Directorate keeps a careful watch on the progress made by the Railways in implementing the recommendations and gives necessary guidance to the Railways' Safety Organisations. The officers of this Directorate conduct spot checks on actual practice followed on the Railways in the observance of rules and regulations affecting safe operation of trains and equipment. This Directorate analyses accidents to locate trends or patterns leading to accidents and devises preventive measures based on such analysis.

(b) On the Railways also, Safety Organisations have been set up both at the Headquarters and the Division/Districts level.

(c) To arouse safety consciousness amongst Railway staff and to impress upon them the imperative need for realising that the best safety device is a careful man, the Railway Administration have opened regular safety camps at important stations and are conducting safety propaganda through safety seminars and audio-visual media.

(d) Besides the above measures, increasingly greater stress is being laid on intensive examination of rolling stock, better maintenance of track, improved standards of signalling and interlocking etc.

(e) A high-powered Committee consisting of the Chief Operating Superintendent, North Eastern Railway, Chief Mechanical Engineer, Northeast Frontier Railway and the Director, Research, Designs and Standards Organisation, has been set up to go further into this question and as soon as their report is received, it will be examined by the Government and further remedial measures will be adopted expeditiously.

The Committee are informed that the number of derailments on North Eastern Railways was 147 in 1962-63 and 161 in 1963-64. It is claimed that there was consistent improvement during the period 1959-60 to 1962-63, the derailments having come down from 289 in 1958-59 to 147 in 1962-63. *The Committee are concerned to note that there*

has been such a large number of derailments on this Railway and that after some comparative improvement in 1962-63 the number of derailments in 1963-64 has again risen to 161.

The Committee are, however, informed that the Ministry of Railways are taking concerted measures to bring down the incidence of derailments and to effect improvement.

The Committee would stress that every effort should be made through audio-visual apparatus, refresher courses, intensive training, publicity campaigns, safety seminars, award of prizes etc. to make the staff safety conscious. These measures are all the more necessary as this Railway has inherited a large number of staff recruited during the company days. They also hope that the Report of the high powered Committee consisting of the Chief Operating Superintendent, North Eastern Railway, Chief Mechanical Engineer, Northeast Frontier Railway and the Director, Research, Designs and Standards Organisation would be expedited and concerted measures taken in implementation of the recommendations to reduce the incidence of accidents.

CHAPTER III

PLAN PROJECTS

48. The Railways constitute the chief means of transport in the country and naturally have been given the largest share in the transport and communication programmes in the Plans. The Railways were required to put through a massive programme of construction and rehabilitation for augmenting transport capacity to meet the demands arising out of the plan development of the country.

The original outlay in the first two Plan periods and the actual performance are given in the table below:

(In crores of rupees)

	First Plan		Second Plan	
	Original	Actual	Original	Actual
Plan outlay for Railways . .	400	423·55	1106·5	1043·69
Railways' contribution to the Plan Programme . .	..	280	..	465
Foreign Exchange Component of the Railway Plan . .	..	..	..	319·45

The table below indicates the progress of expenditure on the Railway development programme during the Third Five Year Plan:

(In crores of rupees.

	Cost of the Programme		Expenditure during 1961—64	Estimate for 1964—66	Total for 1961—66
	Original	Revised			
Rolling Stock . .	510	576	310·0	266·0	576·0
Line Capacity . .	183	281	164·5	116·5	281·0
Electrification .. .	70	98	38·9	59·1	98·0
New Lines . . .	147	206	112·9	93·1	206·0
Track renewals and other works . . .	415	420	240·3	179·7	420·0
TOTAL .	1325	1581	866·6	714·4	1581·0

It would be seen therefrom that the progress of expenditure on the whole has been satisfactory.

PLAN WORKS FOR NORTH EASTERN RAILWAY

Plan Outlay.

49. The allotment of funds to the North Eastern Railway for the First and Second Five Year Plans, together with the actual expenditure are given below:

(Amounts in lakhs of rupees)

	Allotment	Utilisation
First Plan	74,65	60,71
Second Plan	70,81	73,74

The Ministry of Railways have explained that the plan for Railway development is an integral whole, in which works and their relative priorities are determined on an all-Railway basis having regard to the trends of traffic during the Plan period as assessed from time to time. The expenditure authorised for each Zonal Railway administration and production unit under the control of the Railway Ministry are determined at the time of the annual Works Programme and the Railway Budget, and adjustment of sources between the Railways from time to time according to changing relative priorities and patterns of traffic, is envisaged in the Plan itself. Shortfalls in performance both in regard to expenditure and physical progress can more appropriately be judged only for the Indian Railway system as a whole. The Ministry of Railways have gone on to explain that if a Railway is unable to take up, or takes up at a later stage, a particular scheme or set of schemes (which may spill over to the next Plan period), because the traffic demand visualised is not in sight or has changed in pattern or because the proposals have been relegated to a lower position in the order of inter/intra railway priorities, it does not follow that the particular zonal Railway has fallen short of its plan objective, as long as the funds allocated in aggregate over the Plan period have been expended and the works sanctioned have progressed as scheduled.

The Committee note that on the basis of the aggregate allotment for Plan period there was a shortfall of Rs. 13,94 lakhs in the First Five Year Plan on the North Eastern Railway. In the Second Plan, however, not only was the total allotment of Rs. 70,81 lakhs fully utilised, but in fact, after making adjustments for suspense, the utilisation was Rs. 73,74 lakhs.

As regards the Third Plan period, the Committee find that the proposed outlay has been variously indicated by

the General Manager, North Eastern Railway in the Annual Reports of the Railway. It is shown as Rs. 69,96 lakhs in the Annual Report for 1962-63 and Rs. 73,86 lakhs in the Annual Report for 1963-64.

It has been stated during evidence by the representative of the Ministry that the Plan figures contained in the Annual Reports indicate the amounts which had been asked for by the North Eastern Railway and not the amounts actually sanctioned by the Ministry of Railways.

The Committee would suggest that the Ministry of Railways may issue clear instructions on the subject so that uniform principles are followed by the General Managers in indicating the Plan outlay in the Annual Reports of the respective Zonal Railways.

Progress in Execution of Plan Works.

50. The progress made in executing the works during the Third Plan under important headings is mentioned below:

(i) *Track Renewals*

The Railway spent a little more than the programmed expenditure on track renewals during the First Plan. Some First Plan works were carried over from the First Plan into the Second Plan and these were completed during the Second Plan. Similarly, all the works carried forward from the Second to the Third Plan have since been completed.

The programmed track renewal works during the Third Plan period are:

Complete track renewal	1085 KMs
Through rail renewal (new material)	320 KMs
Through rail renewal (Second-hand material)	518 KMs

It has been stated that these works will all be completed, by and large, during the Third Plan period and no important items are likely to be thrown forward into the Fourth Plan.

(ii) *Bridge Works*

During the First Plan, 169 bridges were programmed out of which 150 were completed. During Second Plan, including the throw-forward works from the First Plan, a total of 610 bridges were programmed, against which 275 bridges were physically completed. This was due to serious shortage of steel and consequent difficulty in getting bridge girders. (Many standard girders ordered for replacement schemes were diverted to complete the strengthening of the Assam Link Route—a top priority scheme taken up in the middle of the Second Plan). During the Third Plan, 450 bridges including throw-forwards

from the Second Plan have been programmed. Work on 393 bridges has already been completed. It is anticipated that the balance of the work will be completed before the end of the Third Plan, leaving only a nominal throw-forward into the Fourth Plan.

It has been stated that the regirdering of the Elgin Bridge between Chowkaghat and Ghaghraghat stations is estimated to cost Rs. 58:4 lakhs net and involves changing of 17 spans of 200 feet affecting the daily quantum of traffic movement. The work was programmed in 1957-58 but the girders arranged earlier had to be diverted to the North-east Frontier Railway for higher priority works. Out of the 17 spans, regirdering of 8 spans has been completed and that of the remaining 9 spans is likely to be completed by 1966-67, as the girders ore expected to be received only by March, 1966.

(iii) *Structural and Engineering Works*

The First Plan works, which were not completed during that Plan and were thrown forward into the Second Plan, were completed in the early years of this Plan, except the remodelling of the Gorakhpur marshalling yard, the scope of which was subsequently increased to handle a larger volume of traffic. 15 works of the Second Plan were carried forward to the Third Plan. So far, 8 of these have already been completed and 3 more are expected to be completed before the end of the Third Plan. It has been stated that the remaining 4 works of the Second Plan are not likely to be completed even in the Third Plan for the following reasons:

(a) *Kasganj* : Facilities for avoidance of reversal including additions and alterations to the yard layout.	The scheme involves acquisition of 66.70 acres of land out of which 15·01 acres have only been acquired so far. The entire land is not expected to be acquired during the current Plan, though the matter is being pursued.
(b) *Laheria Sarai* : Lengthening of loops.	Delays occurred in obtaining possession of additional land required which was taken over only recently. The work is now likely to be completed in 1965-66 or by mid-1966 latest.
(c) *Samastipur*: Remodelling of traffic yard.	Work is not expected to be completed in the Third Five Year Plan due to revision in the Plan.
(d) *Barauni Jn.* : Junction arrangements in connection with Ganga Bridge Project.	All except a few very minor works (not taken uptil late in the Plan) have been completed and commissioned. Even the minor works (*e.g.* improved facilities for carriage washing) will be completed in the first year of the Fourth Plan.

Besides the above, 15 more works programmed during the Third Plan will have to be carried forward to the Fourth Plan.

(iv) *Passenger Amenities*

It has been stated that works programmed in the first three years of the First and Second Plans were completed within each respective Plan period. Those programmed in the last two years were, however, carried over and completed in the next Plan. In the Third Plan, all Second Plan works carried over have been completed and all Third Plan schemes will, by and large, be completed leaving little or no throw-forward into the Fourth Plan—barring any works commenced in the later half of 1965-66.

The Committee are not happy about the heavy shortfall in the execution of bridge works in as much as only 275 bridges were physically completed against the programme of 610 during the Second Five Year Plan. The Committee note that due to failure to implement the programmes of the Second Plan, a more modest programme has been taken up in the Third Plan. The Committee feel that such failures may lead to lack of proper railway facilities being created.

They, however, note that the progress during the current Plan period has been fairly rapid and that work on 393 bridges, out of the 450 bridges, including those brought forward from the Second Plan, has been completed.

The Committee would like to emphasise that the regirdering of the Elgin Bridge, which was originally programmed for 1957-58, should be completed as early as possible within the current Plan period.

The Committee are not happy about the delay in the remodelling of the Gorakhpur marshalling yard which was originally included in the works programme for 1956-57 and 1957-58, but was subsequently spread over a large number of years on the ground that the scope for remodelling had to be increased to handle larger volume of traffic. The Committee feel that in an important yard like Gorakhpur, which incidentally is also the headquarters of the North Eastern Railway, work should have been carried out with speed.

The Committee are unhappy about the delay in remodelling of Kasganj yard due to delay in the acquisition of the requisite land. They consider that since the current requirements of Kasganj yard estimated by the Railways (450 wagons) are far larger than the existing working capacity of 282 wagons, there is urgent need to speed up the remodelling of the yard and for that purpose early and effective measures should be taken for the acquisition of land. They would suggest that the Railway authorities should approach the State Government for necessary assistance in acquiring the land on a priority basis.

The Committee would suggest that the remodelling plan for Samastipur yard should be finalised at an early

date and that the work of Laheria Sarai should also be completed within the Plan period.

The Committee feel distressed that the passenger amenities works programmed in the last two years of the First and Second Plans were carried forward and completed in the next Plan period. In view of the admitted need for augmenting the passenger amenities, every effort should be made by the Railways to utilise in full the Plan allocations for passenger amenities.

Transhipment Points

51. A peculiar feature of the North Eastern Railway is the large number—as many as 14—of break-of-gauge transhipment points between the Broad and Metre Gauge lines, of which Manduadih and Garhara are the most important. The traffic from the Broad Gauge areas into the Metre Gauge areas and *vice versa* has to flow through these transhipment points. Limitations on the capacity of transhipment at these points are bound to adversely affect the smooth flow of traffic.

In the succeeding paragraphs, the broad features of the important transhipment points, including the capacity available and the requirements in the foreseeable future, are discussed.

Manduadih

This is a road-side station on the Allahabad City—Varanasi Cantt. Section. It came into prominence in 1951 with the creation there of marshalling-*cum*-transhipment facilities, and replaced Varanasi Cantt. where break-of-gauge transhipment was being carried out previously.

The traffic handled at Manduadih consists of general goods including cement, foodgrains, textiles, salt and smalls, as well as coal, lime and limestone from Broad Gauge to Metre Gauge. In the opposite direction, the traffic consists mostly of sugar and forest produce.

The existing transhipment facilities comprise one coal wharf, two covered sheds for dealing with general goods in full-loads, one shed for dealing with odd consignments and one shed for handling smalls traffic. The transhipment shed is served by a Metre Gauge marshalling yard, consisting of three reception, 11 marshalling and four transfer lines for the shortage of stock awaiting transhipment or materialising after transhipment in the transhipment sheds. The Broad Gauge yard consists of 4 reception-*cum*-marshalling lines.

It is claimed that as a result of the various measures taken to step up the transhipment capacity, the position

has been progressively improving as would be seen from the following figures:

Year	Average number of wagons transhipped daily	
	Broad Gauge	Metre Gauge
1961	130.7	80.7
1962	130.8	89·3
1963	140.1	79 9
1964 (upto Sept.)]	153 9	57 6

The Committee note that while the average number of Broad Gauge wagons transhipped at Manduadih has gradually risen to 153·9 in 1964, it is still considerably less than the target of 200 wagons fixed by the Railway Board. The Committee also note that the average number of Metre Gauge wagons transhipped at Manduadih has come down from 89·3 in 1962 to 57·6 in 1964.

Measures to step up Out-turn.

52. The Committee have been informed that the following measures have recently been taken to step up out-turn at Manduadih:

(i) One hundred labourers have been recently obtained from the Gorakhpur Labour Depot to get over the chronic shortage of labour at Manduadih due to diversion of labour to construction projects in progress at Varanasi and due to other reasons.

(ii) Action has been taken to increase the strength of Metre Gauge, shunting engines from 2 to 3 so that regular and timely placement of Metre Gauge stock for transhipment is ensured. This has enabled a reduction in the loss of transhipment capacity arising from irregular placements.

(iii) In order to improve the coordination in the placement of Broad Gauge stock, the Broad Gauge shunting staff have also been brought under the direct control of the Yard Master, (Metre Gauge) at Manduadih.

(iv) The work of Manduadih yard has been reorganised by the provision of additional cross-over connections so as to enable quicker transfer of stock between the various transhipment sheds and the yard.

Gravity Transhipment Facilities.

53. No facilities exist at present at Manduadih for mechanical handling of transhipment traffic. There is, however, a proposal to provide gravity transhipment facilities for the transhipment of coal and minerals, which would reduce the extent of dependence on labour, bring down the cost of transhipment and increase the capacity for transhipment of coal and minerals from 60 to 140 wagons a day. The estimated cost of the work is about Rs. 14·5 lakhs and the estimated return 14·9 per cent. on the capital.

The Committee suggest that the proposal for providing a gravity transhipment yard near the Metre Gauge Loco Shed to meet the anticipated increase in coal and general goods traffic should be finalised at an early date.

They need hardly emphasise that close liaison should be maintained between the North Eastern Railway, Northern Railway and the Deputy Director, Rail Movements, Mughalsarai in order to increase the number of transhipped wagons to 200 (B.G.), the target fixed by the Ministry of Railways.

Garhara

Traffic Handled.

54. Garhara is the most important and in fact the biggest transhipment-*cum*-marshalling yard on the Indian Railways. After the commissioning of the Rajendra Pul across the Ganga, marshalling-*cum*-transhipment facilities were created at Garhara to replace Mokameh Ghat, where previously break-of-gauge transhipment was being carried out after ferrying Metre Gauge wagons across the river. Besides transhipment, the facilities provided at Garhara cater for—

(i) Long distance marshalling of goods trains for stations on the North-east Frontier Railway;

(ii) Marshalling of goods trains for Darbhanga and other stations on the Samastipur District; and

(iii) The clearance of traffic for Gorakhpur and beyond in block loads.

Existing Transhipment Facilities.

55. There are 20 sheds for handling the entire transhipment work, which include two sheds for dealing with "smalls" traffic, six sheds for general goods, heavy lift yards for handling heavy lift consignments with the help of Goliath and steam-cranes, two coal wharves for handling coal and minerals traffic and separate sheds for dealing with such awkward consignments as kerosene oil in tins, non-crane iron, dolomite, bamboos, etc. The total capacity of the tranship sheds including that for empty wagons, is about 350 Broad Gauge wagons. General goods sheds and the heavy lift yards are worked round-the-clock whereas the other sheds are worked only during day time. Recently, to enable Garhara to handle the

higher volume of traffic seeking movement from the Broad Gauge to the Metre Gauge systems, the following measures have been taken to step up the out-put at Garhara:

(i) Night working has been introduced in coal wharves Nos. 15 and 16, with a combined capacity of 110 Broad Gauge wagons.

(ii) A second Goliath crane with a capacity of 10 tons was installed in July, 1964. Both the Goliath cranes work round the clock, in addition to the two steam cranes, of which one has a capacity of 20 tons. The break-down crane, with a capacity of 35 tons is also used to tackle consignments beyond the lifting capacity of the steam and Goliath cranes.

(iii) The working of the yard has been streamlined by making suitable changes in the nomination of the marshalling and sorting lines so as to accord with the latest trends of traffic, and by the provision of better supervision over the working of the three major marshalling yards, the sorting yard and the tranship sheds.

56. It is claimed that the transhipment performance at Garhara has been steadily stepped up to keep pace with the increasing requirements of the area served by this yard, as will be observed from the following figures: Transhipment Performance.

	Daily average of wagons transhipped	
	Broad Gauge to Metre Gauge	Metre Gauge To Broad Gauge
1961	232·6	181·7
1962	242·9	190·1
1963	238·7	206·8
January, 1964	239·5	237·1
February, 1964	273·1	229·9
March, 1964	284·1	216·2
April, 1964	321·2	213·2
May, 1964	279·3	214·6
June, 1964	263·1	201·6
July, 1964	259·4	205·0
August, 1964	286·7	191·9
September, 1964	304·1	228·0
October, 1964	328·1	204·8

It is stated that the transhipment performance set a new record of 328.1 Broad Gauge wagons a day, in October, 1964 improving on the previous record of 321.2 a day, established in April, 1964.

Measures to step-up Outturn.

57. The following steps have been/are proposed to be taken to increase further the capacity of Garhara to cater for the flow of general goods traffic, and heavy lifts:

(i) An additional shed is proposed to be provided with capacity for 50 wagons of general goods traffic at an estimated cost of Rs. 3.15 lakhs. North Eastern Railway's proposals and plans for this work are being finalised.

(ii) Two roads mobile cranes have been secured and are under installation for stepping up of outturn of consignments requiring cranes. The total cost of this work is Rs. 3·0 lakhs. The additional capacity would become available during the current financial year.

The non-crane iron consignments for transhipment at Garhara continue to offer in excess of the handling capacity, and even though action has recently been taken to maximize utilisation of the available resources, the requirements have been out-stripping the capacity. The present capacity of the shed handling non-crane iron consignments is 10 Broad Gauge wagons a day against the requirement of 12 to 15 wagons per day.

An additional platform for dealing with 10 Broad Gauge wagons of non-crane iron consignments at an estimated cost of Rs. 20,000 is now being provided. The work is likely to be completed during the current financial year.

The Committee are glad to note the energetic steps which have been taken by the Railways to improve the performance at Garhara to keep pace with the increasing requirements of the area served by this transhipment point. They would suggest that the provision of additional sheds and road mobile cranes should be expedited so that handling of consignments is facilitated.

Analysis of Transhipment Statistics.

58. Statements showing the number of wagons transhipped, number of wagons utilised and average detention (in hours) at Garhara (Broad Gauge and Metre Gauge and Metre Gauge and Broad Gauge) are reproduced in Appendices II and III. It would be seen therefrom that while the overall detention from arrival to despatch in respect of Metre Gauge and Broad Gauge is well below the target laid down, the average detention in the case of Broad Gauge and Metre Gauge has been considerably higher than the target of 61 hours.

The Committee would stress the need for taking effective action to reduce the average detention to goods stock (Broad Gauge and Metre Gauge) at this important transhipment point.

Barabanki

59. Barabanki, the connecting transhipment point between Northern Railway and the North Eastern Railway, has at present the following transhipment capacity: Transhipment Capacity.

	Broad Gauge to Metre Gauge	Metre Gauge to Broad Gauge
Coal and Minerals	15 Wagons daily	
General Goods	40 Wagons daily	
TOTAL	55 Wagons daily	75 wagons daily

The Railways anticipate that the transhipment capacity from Broad Gauge to Metre Gauge should be augmented from the present 55 to 80 Broad Gauge wagons per day in order to relax completely the restriction on the booking of traffic *via* Barabanki from Broad Gauge stations to stations falling within the Barabanki Zone. The breakdown of the overall capacity for 80 Broad Gauge wagons commodity-wise will be as under:

Coal and minerals	..	25
General Goods	..	55
Total	..	80

60. The Committee understand that in order to deal with the additional anticipated traffic, the following works have already been completed by the Northern Railway. Works under execution.

(i) Extension of running lines; and
(ii) Provision of two cross-overs.

With the above works, adequate capacity has been created in the Broad Gauge portion to deal with the additional anticipated traffic. However, the existing facilities in the Metre Gauge yard at Barabanki are required to be remodelled to deal with the higher level of

terminating as well as through traffic by providing additional reception and marshalling lines in the yard. The cost of the project is estimated at Rs. 30.24 lakhs.

As the provision of these additional facilities at Barabanki is of vital importance from the point of view of elimination of restrictions on the booking of traffic via *Barabanki from Broad Gauge stations to stations falling within the Barabanki Zone, the Committee would stress the desirability of completing the requisite works within the Third Plan period.*

Covered Accommodation at Transhipment Points

61. The Committee have been informed during evidence that there are three main transhipment points, *viz.*, Garhara, Manduadih and Bareily where covered accommodation has not yet been provided.

The Committee would suggest that the question of providing covered accommodation at these important transhipment points may be examined with reference to the nature of commodities which are required to be transhipped.

MARSHALLING YARDS

Working Capacity of Yards.

62. There are 13 important Marshalling Yards on the North Eastern Railway. The holding capacity, working capacity and requirements of these yards at the commencement of the Second Plan, and the Third Plan together with the position on 1-4-1963 and 1-4-1964 are indicated in the table below:

Statement showing capacity and requirements of major Marshalling yards.

(North Eastern Railway)

Name of the yards	First year of Second Plan			First year of the Third Plan			As on 1-4-1963			As on 1-4-1964		
	Holding Capacity	Working Capacity	Requirement	Holding Capacity	Working Capacity	Requirement	Holding Capacity	Working Capacity	Requirement	Holding Capacity	Working Capacity	Requirement
Gorakhpur	500	300	400	2000	1200	600	2000	1200	750	2000	1200	800
Gonda	600	360	600	2500	1500	650	2500	1500	700	2500	1500	750
Kanpur Anwarganj	900	540	200	900	540	320	900	540	340	1100	660	380
Bareilly City	500	300	220	500	300	280	500	300	320	900	540	400
Chupra	1050	630	600	1050	630	700	1400	840	750	1400	840	800
Samastipur	550	330	450	1100	660	480	1100	660	500	1100	660	540
Garhara	..	..	..	3600	2160	1150	3600	2160	1250	3600	2160	1400
Manduadih	1200	720	420	1200	720	680	1200	720	700	1200	720	720
Kasganj	470	282	200	470	282	350	470	282	400	470	282	450
Mailani	650	390	200	650	390	250	650	390	350	650	390	300
Aishbagh	250	150	130	500	300	250	500	300	280	500	300	300
Muzaffarpur	400	240	180	550	330	240	550	330	320	550	330	420
Narkatiaganj	300	180	150	400	240	200	400	240	210	400	240	220

It would be seen therefrom that at present the working capacity of all these yards, except the following is adequate to meet the requirements:

(i) Kasganj

(ii) Mailani

(iii) Muzaffarpur

Plans for Remodelling of Yards.

63. The Committee have been informed that the Railways have drawn up plans for remodelling of the fore-mentioned yards with a view to increase the working capacity as per details given below:

	Existing Capacity		Requirements	Capacity Planned	
	Holding	Working		Holding	Working
Kasganj	470	282	450	1100	660
Mailani	650	390	500	1150	690
Muzaffarpur	550	330	420	800	480

The Committee have already commented in para 50 earlier on the need for expediting the acquisition of land and completing the remodelling of Kasganj Yard. *They would stress that the remodelling of Mailani and Muzaffarpur Yards should also be completed at an early date so that they can cope not only with the requirements but there is also sufficient margin for meeting any unforeseen increase.*

The Committee would also like to point out that at Manduadih and Aishbagh the working capacity is just equal to the requirement. The Committee would suggest that the question of increasing the working capacities of these two important yards should also be urgently examined and necessary action taken to increase the capacity.

Efficiency of Gorakhpur Yard

Study of Efficiency Cell.

64. The Efficiency Cell of the North Eastern Railway in their Report on the Working of Gorakhpur Yard after Remodelling have stated *inter alia* that—

"It may be true that we are almost working to the targets in the matter of detention to wagons so far as the Gorakhpur Yard is concerned. Still we are very much behind when we compare with yards of similar capacity on other Metre Gauge Railways. A comparison of Gorakhpur

Yard with other Metre Gauge Railway yards is given below:

M.G. Rly.	Yard	No. of wagons dealt	Detention to all wagons		Detention to through loaded wagons	
			Target	Actual	Target	Actual
N.E. Rly.	Gorakhpur	204467	20.0	18.3	18.0	20.0
W. Rly.	Gandhidham	200413	11.5	12.2	12.0	12.5
,,	Bandiqui	183768	10.0	12.1	10.0	12.3
,,	Surendra Nagar	266046	10.0	13.1	10.0	13.9
Southern Rly.	UBL	190272	9.0	8.2	9.0	11.9
,,	MDU	185176	9.0	12.2	8.4	14.2
,,	TPGY	21232	10.0	13.4	12.0	14.9
,,	VM	225201	8.0	10.0	8.0	10.3
,,	GTL	276608	15.0	18.8	11.0	13.9

Conclusion.—The *prima facie* conclusion which can be drawn from the above comparative data is that whatever local condition may be in different yards on this railway or the other railways, the yards on other railways are functioning more efficiently than what we are at Gorakhpur in spite of its remodelling. It is, however, encouraging that the targets recently proposed to the Railway Board for the Gorakhpur Marshalling Yard have been reduced as 16 from 20 for all wagons and 17 from 18 for through loaded wagons."

The Ministry of Railways have explained that the above conclusion does not appear to be correct in view of the following facts:

"It is not quite correct to draw comparison between two marshalling yards in regard to their efficiency on the basis of the average detention to 'through loaded' and 'all wagons'. Reliance cannot, therefore, be placed on the conclusions drawn by the Efficiency Cell as these basically emerge from the fact that a comparison has been made of the average actual detentions as between yards of other Railways rather than *vis-a-vis* the targets set for each yard. In fact, the wagons detention performance of Gorakhpur as compared to its own target is no less favourable than of

other yards. This is clear from the following table which the Efficiency Cell itself has furnished in its report:

Railway	Station	Detention to through loaded wagons (in hrs.)	
		Target	Actual
North Eastern . . .	Gorakhpur .	18.0	20.0
Western . . .	Gandhidham .	12.0	12.5
	Bandiqui .	10.0	12.3
	Surendranagar .	10.0	13.9
Southern . . .	Hubli . . .	9.0	11.9
	Madurai .	8.4	12.4

It may be explained here that the relatively higher target for detention to through loaded wagons at Gorakhpur yard had to be laid on account of the existing pattern of traffic dealt with by this yard. A review made by the Efficiency Cell itself indicated that nearly 49 per cent of all the through loaded wagons received in this yard are meant for road-side stations. These have necessarily to be cleared by the sectional work trains, which run only once in 24 hours. As far as these wagons are concerned, therefore, there is hardly any scope of attaining average detention of below 24 hours."

Detention to Through Loaded Wagons.

65. The Efficiency Cell in their Report have set out the following statistical table to bring out the extent to which detentions in Gorakhpur Yard have been reduced after remodelling:

Month	No. of wagons dealt with		Average detention to			
			All wagons		Through loaded wagons	
	1956-57	1962-63	1956-57	1962-63	1956-57	1962-63
1	2	3	4	5	6	7
April . . .	13503	14668	27.6	26.5	24.8	18.6
May . . .	11500	15271	23.7	18.0	11.2	20.0
June . . .	12691	15334	30.5	19.0	15.5	21.0

1	2	3	4	5	6	7
July . . .	12771	15896	21.0	17.8	14.0	19.2
August . . .	13710	15355	22.7	18.0	11.4	20.0
September . .	10861	16893	22.1	22.3	10.3	25.9
October . . .	10874	17989	18.1	17.3	12.2	17.9
November . .	11842	16292	19.8	18.4	13.0	19.1
December . .	11556	18382	23.5	17.9	15.0	19.8
January . . .	11407	16742	19.0	19.6	15.0	21.6
February . .	11811	20651	20.0	18.2	16.0	20.6
March . .	13524	20994	20.0	16.9	16.0	17.2
TOTAL . .	146050	204467	22 5	18 3	13.7	20.1
April, 1963 . .		19888		18.6		20.2
May, 1963 . .		19980		17.8		20.8
June, 1963 . .		18565		17.1		19.1
July, 1963 .		17122		16.5		19.0

The Efficiency Cell have gone on to conclude:

> "The average detention to through loaded wagons has increased after remodelling and that to all wagons has decreased. Reasons for this change in the reverse direction should be investigated by the Transportation Department."

The Ministry of Railway have given the following explanation for the increase in average detention to through loaded wagons after remodelling:

"During 1956-57, it was the practice to clear road-side wagons by almost every through train instead of confining such clearance, as it should have been done, to the sectional work trains only. This was done because the scope for daily formation of the work train was limited in 1956-57 and it was only with the availability of additional facilities that the daily running of sectional work trains in all directions could be assured. When it became possible to do so,

a ban was imposed on the clearance of wagons for roadside stations by through trains. The reasons for imposing this ban are indicated below:

(1) Shunting by every goods train at roadside stations on the section creates congestion and causes detention not only to the particular goods trains but also to the other trains including those carrying passengers.

(2) The speed of goods trains gets greatly reduced.

(3) The utilisation of engines in terms of engine KMs per day per engine in use and on line becomes poor.

For these reasons, it is standard practice on all Railways to clear roadside wagons only by sectional work trains. Since such sectional trains run only once in 24 hours, the detention to wagons to be cleared by sectional working trains is generally in the region of 24 hours.

The decision taken by North Eastern Railway to conform to standard practice and limit the despatch of roadside wagons by sectional working trains was a wise one, as will be seen from the following figures:

Speed of Goods trains

Speed in KMs.

	1956-57		1962-63	
	Through trains	Work trains	Through trains	Work trains
Gonda—Gorakhpur	14.48	8.84	20.97	8.30
Gorakhpur—Chupra	10.45	8.94	13.00	8.17

Along with the remarkable improvement in the speed of through goods trains, there has been an equally remarkable improvement in the utilisation of locomotives as can be seen from the following figures:

	1956-57	1962-63
Engine KMs per engine day in use	90	167
Engine KMs per engine day on line	53	109

It was but inevitable that the insistence on clearance of roadside wagons only by the sectional work trains should result in an increase in the average detention to through loaded wagons in Gorakhpur yard, more so because nearly 49 per cent of the through loaded wagons entering this yard are meant for roadside stations.

The most important conclusion to be derived from a study of Gorakhpur yard is that, despite an increase in detention to through loaded wagons, there has been an improvement in the overall detention to all wagons. The latter figure is necessarily inclusive of the former figure and it is, therefore, clear that, despite the unavoidable increase in the detention to through loaded wagons, the overall performance of Gorakhpur yard has improved to such an extent as to reflect a saving in respect of detention to all the wagons entering the marshalling yard."

Detention to Wagons.

66. The Committee find that the average detention to "All Wagons" and "Through Loaded Wagons" in the Gorakhpur yard has been as follows during the last 12 months:

Month	No. of wagons dealt with	Detention to All Wagons	Detention to Through Loaded Wagons
Target	..	16·0	17·0
November, 1963	18,166	16.8	17.9
December, 1963	15,379	18.4	19.8
January, 1964	17,057	20.7	22.0
February, 1964	16,040	19.0	22.6
March, 1964	15,594	20.0	21.3
April, 1964	19,101	20.7	23.0
May, 1964	17,034	16.0	18.0
June, 1964	16,416	16.0	17.9
July, 1964	16,670	18.0	22.0
August, 1964	17,690	20.1	22.7
September, 1964	17,586	19.0	20.9
October, 1964	17,611	18.7	19.6

It would be seen therefrom that as far as detention to 'All Wagons' is concerned the performance equalled the

target of 16 hours only in two months namely May and June, 1964 but for the other months the average was well above 16 hours.

As regards detention to 'Through Loaded Wagons', the actual performance has invariably been higher than the target of 17 hours. In fact, it was as high as 23·0 hours in April, 1964.

The Efficiency Cell in its Report have also pointed out that apart from the fact that wagons for road side stations are cleared once in 24 hours by shunting van goods trains, the other reasons for the detention of wagons were "non-availability of power and putting back of trains which is not infrequent. On an average 8 trains were detained for non-availability of power and 35 trains were put back in a month. The position of non-availability of power has since improved considerably during the last six months of the year 1962-63."

The Committee would suggest that the Railway should take measures to eliminate such causes as non-availability of power, putting back of trains etc. which increase the detention in Gorakhpur Yard so that the performance conforms not only to the target but excels it.

Late Start of Goods Trains from Gorakhpur Yard.

67. In the "Report on the Working of the Gorakhpur Yard after Remodelling" prepared by the Efficiency Cell of the North Eastern Railway in 1963, it has been *inter alia* stated that "the main reasons for the late start of goods trains from the Gorakhpur yard are for want of passage and crossing and for late availability of crew and power. Steps should be taken to improve them."

The Ministry of Railways have informed the Committee that a substantial improvement has been recorded in the matter of punctuality start of goods trains from Gorakhpur. Factors contributing to late starts including detentions for passage, crossings and late turn-out of crew and power have been controlled with the result that the percentage of goods trains leaving to time have improved. The percentage of goods trains leaving to time from Gorakhpur during 1964 was as follows:

Month	Percentage of goods trains leaving to time from Gorakhpur
April, 1964	98.8
May, 1964	98.2
June, 1964	96.8
July, 1964	96.8
August, 1964	96.8
September, 1964	96.1
October, 1964	96.4

The Committee find that the high percentage of 98·8 per cent. for punctual start of goods trains which was attained in April, 1964 has not been maintained in subsequent months and fell to 96·1 per cent in September, 1964. The Committee would stress that all possible measures should be taken, including rigid watch on the availability of crew and power and crossings, to ensure that the goods trains leave to time from Gorakhpur.

CENTRALISED TRAFFIC CONTROL SYSTEM

Installation of Centralised Traffic Control System.

68. The Estimates Committee had referred in para 18 of their Forty-third Report on the Northeast Frontier Railway (1964) to the suspension of the work relating to installation of the Centralised Traffic Control System over the single line section between Siliguri Junction and Chengsari on the Northeast Frontier Railway and its transfer to the Gorakhpur-Chupra section of the North Eastern Railway. This system of train working is being introduced for the first time in India over 179·83 kilometres of single line track on the said section. The total cost of this work is expected to be Rs. 394 lakhs out of which the cost of imported materials would be Rs. 146 lakhs.

The work was taken in hand on the 1st November, 1963 and the Committee have been informed that it is progressing according to schedule and is expected to be completed by May, 1965.

Operating Improvement and Economy expected.

69. It has been stated that with the installation of Centralised Traffic Control [on Gorakhpur Cantt. (Exclusive) —Chupra (exclusive) Section] operating improvement in the following phases of train working is envisaged, thus leading to greater efficiency and economy.

First, with the electric operation of points and signals of 23 stations on the section (excluding Bhatni Jn. and Siwan Jn.) from a centralised traffic control panel at Gorakhpur instead of from the individual stations, the average time taken in station to station block working, including setting the route and taking 'off' signals, will be cut down from about 5 to 6 minutes to an average of about 2 minutes.

Secondly, with the provision of centralised traffic control over the setting of the route and clearing of signals, there would be better planning of crossings and precedence of trains, thus saving considerable time on such crossings.

Thirdly, by providing colour light signals, the same signal, aspect will be seen by drivers during day and night, leading to quicker mental reflexes of the drivers, in addition to providing better visibility of the signals.

Against a maximum of 17 to 18 trains in each direction that it is possible to run on this single line section at present, it should be possible to run upto 25 trains on Gorakhpur-Bhatni and 22 on the Bhatni-Chupra Sections with the introduction of Centralised Traffic Control.

There would also be economy due to reduction in operating staff at wayside stations, as indicated by the following Figures :

No. of Stations 23

	Existing staff	Proposed staff	Expected saving in staff
Class III staff	173	108	65
Class IV staff	254	188	66
TOTAL . .	427	296	131

Percentage of reduction in staff (Class III and IV) 30·7%

This represents an approximate saving of Rs. 2·4 lakhs per annum.

The Ministry of Railways have stated that the position will be reviewed after a year or so in order to take a final decision regarding the strength of staff required at such stations, in actual working conditions, in relation to traffic pecularities of the section, and overall functioning of Centralised Traffic Control and see if some more staff can be reduced.

The Committee have also been informed that the anticipated increase in the annual cost of maintenance on account of Centralised Traffic Control would amount to Rs. 1·7 lakhs.

The Committee hope that the increase in capacity on Gorakhpur-Chupra Section would be put to effective use by introducing additional passenger trains to relieve overcrowding and for speedier clearance of goods.

The Committee would like to stress that a careful watch should be kept to ensure that the economy envisaged by reduction in operating staff on introduction of Centralised Traffic Control is actually realised.

They would also suggest that an evaluation of the benefits expected to accrue from the Centralised Traffic Control vis-a-vis *its recurring and non-ecurring cost should be made by an expert committee before extending it on Railways.*

CHAPTER IV

PASSENGER AMENITIES

BASIC AMENITIES

Amenities at Stations

70. The Committee have been informed that there are still 30 stations on the North Eastern Railway where full basic amenities are yet to be provided. The details of these stations and the deficiency at each are given below:

Sl. No.	Name of the stations	Amenities lacking
1	Jalalpur Panwara	Waiting Hall
2	Singhi Rampur	Do.
3	Garka	Do.
4	Dibnapur	Do.
5	Richha Road	Do.
6	Maniram	Do.
7	Shukurullahpur	Do.
8	Kampil Road	Do.
9	Deoranian	Do.
10	Phoolbagh	Latrines
11	Piromadara	Waiting Hall
12	Tinich	Do.
13	Nandganj	Do.
14	Satha Jagat	Do.
15	Kanti	Do.
16	Bhikhnathori	Do.
17	Dharaminiya	Do.
18	Thalwara	Do.
19	Narhan	Waiting Hall and Benches
20	Mithai	Latrines
21	Ramaipur	Waiting Hall
22	Lehra	Waiting Hall and Latrines
23	Palezaghat	Latrines
24	Naziraganj	Waiting Hall
25	Jiudharia	Do.
26	Ghorasan	Do.
27	Masnadih	Do.
28	Rambhadrapur	Do.
29	Imli	Do.
30	Dharmraghat	Latrines

The Ministry of Railways have stated that full basic amenities at all these stations are expected to be provided during the current finncial year. *The Committee need not emphasise that the target date should be adhered to.*

Amenities for Third Class Passengers

71. A major portion of the Railways' income from passengers has all along been derived from third class passengers. Amenities provided by the Railways to these passengers are, therefore, of vital importance. In their Twenty-fifth Report on Passenger Amenities, the Estimates Committee of First Lok Sabha had observed that "the facilities and treatment afforded by the Railways—the greatest national undertaking—to the third class passengers should be taken as a rough index of the progress of the country towards the socialist pattern of society".

It has been represented to the Committee that the passenger amenities existing at present at stations of the North Eastern Railway are inadequate to meet the demand, and that sanitary and cleaning arrangements need in particular to be improved. It has also been represented that water taps are sometimes located at one end of the platform with the result that the travelling public find it difficult to obtain drinking water in the short time that the train stops.

The Committee have been informed that in implementation of the recommendations made in para 18 of the Forty-fifth Report of the Estimates Committee (1963-64) on Integral Coach Factory, a departmental committee has been constituted to go into the question of amenities provided in III Class coaches on the Indian Railways and to suggest improvements where necessary.

The Committee understand that the last comprehensive review regarding the standard of amenities to be provided in III Class waiting halls and waiting rooms etc. was made nearly 10 years ago. Now that the basic amenities have been provided at almost all stations, *the Committee would suggest that a committee may be constituted to review the standard of basic amenities to be provided at stations particularly for III Class passengers.*

Amenities in Steamers and Ghats

72. It has been represented to the Committee that the facilities for Third Class passengers in Steamers and at Ghats on the North Eastern Railway are most unsatisfactory. In particular, it has been stated that the Third Class

passengers have to sit on their luggage or they have to remain standing due to lack of seating accommodation for them in the steamers.

The Railways had appointed a departmental committee to go into the question of amenities for third class passengers in the Steamers and at Ghats which has recently submitted its report. *The Committee hope that early action would be taken by the Railways to improve the standard of amenities on the ghats and in steamers in the light of recommendations made by the departmental committee.*

Composition of Punctuality Statistics

73. It has been represented to the Committee that while preparing the time-tables, the Railways allow a very high margin of time between the terminal station and the earlier station. It has been represented that although a train runs late throughout the route, it would be reckoned as right time on paper provided it starts and reaches the terminal station right time.

It has been admitted in evidence by the representative of the Ministry that though a close watch is kept on arrival of trains at all important intermediate stations, the punctuality statistics are calculated only on the basis of arrivals at destinations. It has been stated that some margin of time is allowed between the terminal station and the earlier station in order to make provision for the time lost in the way on account of engineering works on the track which have to be shifted from point to point and cannot be foreseen at the time of preparation of time-table.

As there is a feeling that the provision of a high margin of time between the terminal station and the next earlier station is only one of the statistical methods to show improved efficiency in the eyes of the public, the Committee would stress that a stricter watch should be kept on the arrival of trains at intermediate stations so that the trains, shown as right time in the punctuality chart, arrive in time not only at the terminal station but also at important intermediate stations en route.

Overcrowding

74. The North Eastern Railway passes through a thickly populated area, the density of population in some of the districts it serves being the highest in the country. Amount of Traffic.

The Ministry of Railways have furnished the following statement indicating the trend of passenger traffic on the North Eastern Railway during the period 1958-59 to 1963-64:

Year	Passenger Kilometres (In Millions)	Number of Passengers originating (In Millions)	Number of Passengers Carried (In Millions)	Passenger train Kilometres excluding Departmental (In thousands)	Coaching Vehicles Kilometres (In thousands)
1958-59 . .	5293	94	98	15,529	283,555
1959-60 . .	5677	96	99	15,681	298,969
1960-61 . .	5175	96	98	15,784	308,070
1961-62 . .	5958	97	104	15,777	310,137
1962-63 . .	6314	101	110	16,158	311,950
1963-64 . .	6669	103	116	16,453	327,377

The increase in passenger traffic by classes during this period is indicated in the table below:

Number of Passengers carried

(Figures in thousands)

Year	Air Conditioned	First Class	Second Class		Third Class		Total
			Mail/ Express	Ordinary	Mail/ Express	Ordinary	
1958-59	2	334	34	1775	675	95,672	98,492
1959-60	1	320	39	1301	710	96,730	99,101
1960-61	2	298	37	1189	707	95,905	98,238
1961-62	2	310	53	1149	923	101,375	103,812
1962-63	2	316	61	1206	1313	106,697	109,595
1963-64	2	329	104	1219	3922	110,196	115,772

It has been represented to the Committee that the number of passenger trains run to clear this heavy traffic is inadequate resulting in heavy congestion and overcrowding in all passenger trains.

75. The Committee would like to recall in this context the tragic loss of human lives among the roof travellers of 67 Up Fast Passenger at Gogra Bridge on the Chupra-Varanasi Main line section of this Railway on the 11th November, 1962. The Ministry of Railways have stated that the problem of roof travelling has been constantly engaging their attention and the following precautionary measures have been adopted to prevent hazards to life and limb arising out of this evil: **Roof Travelling.**

(i) Railway Administrations were asked to take effective steps in coordination with the Police Authorities to prevent passengers from travelling in an unauthorised and dangerous manner particularly during the *mela* days;

(ii) Since roof-travelling occurs mostly during *mela* days, the Railways were advised that during *melas* or other occasions of rush, arrangements should be made for adequate Police help to control the passengers;

(iii) A special communication was also sent to the State Governments to issue necessary instructions to the Police officials to take steps in collaboration with railway officials to combat the evil of roof travelling; and

(iv) Railways were further directed that during *melas* etc., in the event of passengers travelling on roofs of trains on sections with overhead structures ahead, trains should not be started from the station in rear of the fixed structure if efforts to get such passengers off the roof failed.

76. The Ministry of Railways have informed the Committee that in order to meet the progressive increase in passenger traffic on the North Eastern Railway, the following measures have been taken: **Measures to cope with Increased Traffic.**

(i) Passenger trains running on sections where overcrowding is found, on the basis of the Bi-annual Occupation Census, most prevalent, have been strengthened with additional coaches, subject to the limitations in the hauling capacity of the locomotives.

(ii) Additional passenger train services have been introduced on various other sections on a programmed basis, to the extent permitted by the available resources. The number of additional passenger

train services introduced on the North Eastern Railway since 1958-59 is given below:

Year	Number of Additional Passenger Trains Introduced
1958-59	Nil
1959-60	2
1960-61	2
1961-62	4
1962-63	4
1963-64	6
1964-65	26*

*NOTE:—Of these, 10 were introduced from 1-4-1964; 2 from 15-8-1964 and 14 from 1-10-1964.

The Committee are glad to note that the Railways have introduced as many as 26 new passenger trains during the current year. It remains, however, to be seen to what extent these prove adequate to meet the requirements. The Committee have no doubt that now that the goods traffic position has greatly eased, the Railways would pay close attention to the need for relieving overcrowding by introducing necessary new services and opening seasonal services as required.

RESERVATION OF SEATS

Loopholes in Reservation Facilities.

77. It has been represented to the Committee that the existing reservation facilities on the North Eastern Railway are very poor and there is scope for improvement therein.

The Committee desired to know whether the Railways had noticed any loopholes and other malpractices in the system of reservation of seats and the action taken by them to check the malpractices. The reply received from the Ministry is reproduced below:—

"There have been complaints of resale of rail tickets at a premium In this context, the Indian Railways Act has been amended declaring transfer of tickets on which reservations have been made as illegal. Instructions have also been issued to the effect that paper tickets should be issued for parties of more than 4 passengers so as to reduce the scope of resale of individual tickets.

Supervision has been strengthened at booking offices, particularly during rush periods, to eliminate the possibility of staff conniving at any malpractices. In a few suspected cases, verification of the *bonafides* of the intending passengers is arranged either on the telephone or by sending out a person to the address given by the party at the counter. Public cooperation has also been sought through the Press and through frequent announcements to the effect that passengers should purchase tickets only from the booking windows and not from any unauthorised persons.

To eliminate the chances of spurious reservations, instructions have also been issued to the effect that the individual names of the passengers seeking reservation should be given instead of "Mr. A and Party/Family".

In regard to the reservations made by telegram, it has been stated that a test check of all telegrams received at the Reservation Offices during one or two days in each month is conducted by Senior Scale Officers with a view to ascertain:—

(i) whether the telegrams despatched from out-stations were received without undue delay;

(ii) whether these telegrams were dealt with promptly and appropriate action was taken on them;

(iii) whether the replies to out-stations were sent without delay; and

(iv) whether confirmation copies of the telegrams pertaining to reservations are being received and despatched.

Japanese System.

78. The Ministry of Railways have informed the Committee that from the literature published in Japan, it is gathered that the Japanese National Railways have been experimenting with a prototype model of an Automatic Seat Reservation Machine at Tokyo Central Station.

The Japanese National Railways claim that the system has brought about vast improvement in the quality of service rendered to the passengers. The waiting time in the queues has been substantially reduced.

Further literature in regard to this machine has now been obtained and is being further studied with special reference to conditions obtaining in India.

The Manufacturers have also asked for information on various aspects of the reservation system obtaining in India to enable them to work out the financial implications of

supplying a machine suitable for Indian conditions. Information in this regard is being collected and will be furnished to the manufacturers.

The Committee cannot help feeling that if all the remedies which are put down on paper are in effect enforced, there should before long be an elimination of all suspicion of malpractices in the matter of reservation of seats. It is clearly in the Railways' own interest to spare no effort to make the reservation service efficient and free from all suspicion.

CATERING

79. Passengers travelling by rail have generally to depend upon food served at stations or on the trains during the course of their journeys. Provision of cheap and wholesome food to the passengers is, therefore, a matter of considerable importance.

Departmental Catering

Mobile and Static Units.

80. The Committee understand that on the North Eastern Railway, departmental catering was introduced in 1956 and has been progressively extended since then. During the year 1963-64, the following mobile and static units were under operation:—

Units	Date of Introduction
Mobile	
(i) 1 Up/2 Down Dining Cars	1st June, 1959.
ii) 33 Up/34 Dn. Janta Fast Passenger	2nd October, 1959.
Static	
(i) Kathgodam	1st January, 1961.
(*ii*) Lucknow Jn. (Vegetarian Refreshment Room and a part of vending)	1st August, 1958
(*iii*) Gorakhpur	1st February, 1956
(*iv*) Sonepore	1st May, 1959
(*v*) Samastipur	1st March, 1957
(*vi*) Barauni Jn.	1st January, 1960

Financial Results of working of Departmental Catering.

81. The profits/loss incurred by the Railway in running departmental catering is indicated in the table below:—

Year	Profit (+)/Loss (—)
	Rs.
1961-62	(—) 51,000
1962-63	(—) 1,19,000
1963-64	(+) 94,000

The Committee note that as a result of various measures taken, such as procurement of raw materials in bulk, tightening up of schedules of ingredients, economy in fuel, staff, etc. the losses have been eliminated and a profit of Rs. 94,000 *has been made in* 1963-64.

The Committee would, however, like to emphasise that the aim of departmental catering should be to run it at a 'no profit no loss' basis. Now that the Railways have made some profit, concentrated attention should be paid to the task of improving the quality and efficiency of service so that the passengers may get wholesome food at reasonable prices.

In this connection, the Committee are glad to learn that a Catering School has recently been started at Gorakhpur to impart training to departmental cooks, bearers and other catering staff.

They should like that apart from giving training to new recruits, refresher courses should be held, particularly for cooks, so that they are kept abreast of the advances made in catering. The Committee would also suggest that the catering staff of private vendors should also be imparted refresher training in the Catering School at suitable intervals.

Contract Catering

82. The number of refreshment rooms and restaurants on the North Eastern Railway is as under:—

Vegetarian	10
Non-vegetarian	24
Restaurants	..
Tea Room	1
No. of trains on which Dining Cars are run	2

The Committee understand that a conference of all the difficulties and elicit suggestions. The contractors were held at Gorakhpur about 4 months back to discuss their difficulties and elicit suggestions. The contractors were also given practical demonstrations in cleaning of utensils.

In view of the wide-spread feeling amongst the travelling public that the standard of catering is still far from satisfactory, the Committee would stress the need for trict inspection and provision of adequate guidance to ensure that the vendors maintain satisfactory standards.

83. The Committee desired to know whether statistics were maintained by the Railways to indicate the number of cases where action had been taken against vendors for

Unsatisfactory Cleaning of Utensils.

unsatisfactory cleaning of utensils, but regret to learn that no such record is kept. *They would suggest that the Inspectors of catering establishments on the Railway should make a special point of checking the arrangements for cleaning utensils with detergent and boiling water and observance of hygienic conditions. A close watch should be kept both by the District authorities and Headquarters to see that corrective action is taken in all cases and that the vendors are not allowed to slip back to unhygienic ways.*

Milk Bar

84. *The Committee note that a Milk Bar has been functioning at Pilibhit station on the North Eastern Railway. As the need for dairy development comes to be better recognised and more modern dairies are established in he country, the Committee would suggest that Railways should try to increase the number of modern Milk Bars at Railway stations.*

The Committee would also stress the need for ensuring that wholesome milk is supplied at these Milk Bars in the interest of health of the travelling public.

CHAPTER V

CLAIMS AND OTHER COMMERCIAL MATTERS

CLAIMS

85. The number of claim cases received and disposed of during the last three years on the North Eastern Railway is indicated below:— **Disposal of claims.**

Year	Brought forward from previous year	No. of fresh claims received and the No. of cases reopened	Total number of claims	No. of claims disposed of	Amount paid as compensation
					Rs.
1961-62 . .	2223	26294	28517	26638	18,11,335
1962-63 . .	1908*	26600	28508	26692	18,09,167
1963-64 . .	1816	24268	26084	24229	27,67,035

86. The amount of compensation paid in respect of principal commodities this period is as follows:— **Compensation paid Commodity-wise.**

Sl. No.	Commodity	1961-62	1962-63	1963-64
		Amount in rupees		
1	Cement	38,109	26,054	36,131
2	Chemicals & Medicines including pharmaceuticals . .	39,371	45,100	79,229
3	Grain and Pulses	86,092	99,068	1,18,708
4	Iron & Steel including machinery .	2,01,952	1,68,127	2,52,356
5	Coal and Coke	90,477	96,136	1,03,328
6	Motor Cycles, Bi-cycles and component parts thereof . . .	44,422	47,310	57,664
7	Perishables	1,69,921	1,22,206	1,34,035
8	Piece goods	6,47,533	6,52,800	10,30,254
	TOTAL . .	13,17,877	12,56,801	18,11,705

*On a census having been taken, the number of pending cases as on 31 December, 1961 was found to be 1,948 against 1,919. This has cuased a variation of 29 cases in the closing balance of cumulative figures.

Increase in Payment of Compensation.

87. It would be seen from the above statistical tables that—

(i) the number of claims cases disposed of during 1963-64 has come down as compared to the preceding two years, with the result that the number of cases carried forward at the end of the year is somewhat more than the number of cases brought forward;

(ii) the total amount of compensation paid in 1963-64 has risen by Rs. 9·58 lakhs, representing an increase of over 53%;

(iii) the break up of claims paid by principal commodities indicates that there has been marked increase in the payment of claims for the following commodities:—

(a) Chemicals and medicines including pharmaceuticals.

(b) iron and steel including machinery.

(c) Piece goods.

The Ministry of Railways have explained that—

"The increase in compensation paid in respect of the principal commodities during 1963-64, has been due mainly to the settlement of a larger number of cases by payment. Comparative figures showing (i) the percentage of claims settled by payment on all Indian Railways from 1961-62 to 1963-64, and (ii) the claims preferred, the claims paid, the total amount paid, the suits instituted and the percentage of suits instituted to claims preferred on North Eastern Railway year by year from 1959-60 to 1963-64 are given below:—

(i) *Percentage of Claims settled by payment to fresh intake.*

Railway	1961-62 %	1962-63 %	1963-64 %
Central	60	54	60
Eastern	47	40	46
Northern	53	41	50
North East Frontier	60	54	36
Southern	54	58	60
South Eastern	54	53	54
Western	68	70	76
North Eastern	38	40	53

(ii) *Preferment and Payment of claims and institution of suits on North Eastern Railway*

Year	No. of fresh claims preferred	No. of claims paid	Percentage of claims paid to claims preferred	Total Amount paid	Institution of suits	Percentage of suits instituted to claims preferred
1959-60	26,980	14,639	54	26,15,815	2,582	9·6
1960-61	27,483	13,968	50	25,52,193	1,746	6·4
1961-62	25,580	9,845	38	18,11,335	1,958	7·4
1962-63	25,547	10,451	40	18,09,167	2,369	8·9
1963-64	23,076	12,236	53	27,67,035	1,684	6·9

88. It would be observed that in 1963-64, there was a rise of about 13 percent in the number of claims settled by payment, compared with 1962-63. This resulted in an increase in the amount of compensation paid during 1963-64 on every commodity, as compared to the previous year. There was a more judicious disposal of claims, which is borne out by the fact that there was a considerable reduction in the institution of suits; the percentage of institution of suits was 8:9 in the year 1962-63 and 6·9 in the year 1963-64. Moreover, the amount and number of claims settled has gone up as a result of the acceptance of common carriers' liability, general rise in prices and increase in traffic.

Compensation paid cause-wise.

89. A statement showing the compensation claims paid by the North Eastern Railway during the last three years is reproduced below:

	1961-62		1962-63		1963-64	
	No.	Amount paid	No.	Amount paid	No.	Amount paid
Theft of complete package or consignments	28	27,087	54	41,820	97	1,02,562
Percentage	·25	1	·44	2	·69	4
Loss of complete package of consignments	2,072	6,06,410	2,833	6,17,997	2,950	9,22,388
Percentage	18·48	33	23·2	34	21,03	33
Pilferages	8,347	7,02,267	8,011	7,27,102	9,460	10,29,873
Percentage	74·44	39	66	40	68	37
Damage by wett	115	52,339	117	36,439	187	74,087
Percentage	1·03	2	·97	2	1·35	3
Breakage	7	1,761	21	3,374	34	7,366
Percentage	·06	0·10	·17	0·19	·24	0·27
Delay in transit	305	1,48,847	314	1,07,293	259	2,11,583
Percentage	1.83	8	2.·57	6	1·86	8
Fraud	5	27,177	1	624	6	12,433
Percentage	0.4	1	..	0·3	·04	·45
Other Causes	434	2,45,447	860	2,74,518	986	4,06,743
Percentage	3·87	14	7·05	15	7·07	15
	11,213	18,11,335	12,211	18,09,167	13,979	27,67,035

90. It would be seen from this statement that 'Pilferages' account for the highest percentage of claims paid. The percentage of claims paid on account of pilferage has risen from 66 per cent in 1962-63 to 68 per cent in 1963-64.

The following factors are stated to contribute towards the increase in percentage of claims paid on account of 'pilferage':—

(i) The general reduction in the number of claims paid or claims preferred during the year 1963-64 as compared to 1962-63, without a corresponding reduction in the number of claims on account of pilferage.

(ii) Increase in the traffic handled during 1963-64, including traffic received *via* break of guage transhipment points. This increase in the quantum of traffic has affected the incidence of claims.

(iii) The rise in the price index of consumer goods and shortages of all commodities, including such basic items as foodgrains.

(iv) The implications of the common Carriers' Liability are being increasingly appreciated by the trading public.

(v) The rising prices have created a tendency to prefer claims, even in regard to losses of small quantities, which would have been ignored in the past.

Measures to Prevent Claims.

91. The Ministry of Railways have stated that the following measures are being adopted to prevent thefts and pilferages:—

(i) Escorting of goods trains and parcel trains carrying valuable consignments particularly in the night and on the affected sections.

(ii) Posting of R.P.F. personnel, round the clock, at important goods sheds, platforms and yards.

(iii) Posting of armed patrols in the vulnerable yards and sections.

(iv) Deputation of plain clothes squads for collecting intelligence in crime affected sections.

(v) Provision of boundary walls at stations where there are possibilities of criminal interference.

(vi) Provision of strong rooms and cages to safeguard the consignments while awaiting despatch or delivery.

(vii) Maintenance of Deficiency Registers at all stations to fix responsibility in case of consignments moving under open charge.

(viii) Taking up of individual cases of bad nature.

(ix) Conducting of joint checks at transhipment points by Claims Prevention Inspectors/Divisional Commercial Inspectors/Senior Claims Inspectors in co-ordination with their counterparts on the contiguous Railway.

(x) Various claims prevention drives are launched with a view to educating the staff engaged in handling of goods so that incidence of loss is minimised. Close liaison is maintained with trade at the commercially important stations, and the importance of proper packing labelling and marking is impressed upon them so as to minimise the pilferage of consignments in transit.

The Committee have been further informed that the following measures have been taken by the Railways to keep claims in check:—

1. Checking of seals at specific points and commercially important stations.
2. E. P. Locking of wagons loaded with valuable commodities.
3. Padlocking of parcel vans, SQT vans and brake-vans.
4. Follow up action in cases of commercial irregularities, thefts and substitution.
5. Conducting of routine checks by District Commercial Inspectors and Claims Prevention Inspectors.
6. Increased frequency of inspection of important stations by District Officers as well as Officers of the Headquarters.
7. Claims Prevention drives.
8. Holding of meetings of various committees with a view to exchanging views on claims prevention measures and to afford guidance to staff regarding commercial working.

Committee's Views.

92. *The Committee are concerned to note that the percentage of claims paid on account of pilferage has increased from* 66 *per cent in* 1962-63 *to* 68 *per cent in* 1963-64.

This obviously indicates the need for tightening up further the security measures with a view to reduce the claims. The Committee would, in particular, stress the need for taking concerted measures to check pilferage of costly commodities like piece-goods for which the amount paid as compensation claim has risen perceptibly from Rs. 6.52 lakhs in 1962-63 *to Rs.* 10.30 *lakhs in* 1963-64.

The Committee would also like to draw special attention to the high percentage of claims arising out of non-receipt of complete packages or consignments and delay in transit. They note that the percentage of claims paid on account of 'loss of complete packages or consignments' rose from 18·48 per cent in 1961-62 to 21·03 per cent in 1963-64.

In this connection, the Committee would like to draw attention to the following observation made by the Railway Corruption Enquiry Committee (1953—55):

> "We might add that, apart from gross negligence, there is also an element of deliberate mischief in damaging the packages while handling, so that the contents of the same can be conveniently pilfered". (p. 59).

The Committee have an impression that the Railways have not taken adequate steps after this Report to eliminate either negligence or collusion on the part of Railway staff in the handling of packages, which is obvious from the fact that the claims on account of "non-receipt of complete packages or consignments" have been rising. The Committee would like the Railways to fix responsibility for the loss of goods and take appropriate steps against the staff who are found responsible for the losses.

Transit Delays.

93. The percentage of claims paid on account of 'delay in transit' rose from 1·83 per cent in 1961-62 to 2·57 per cent in 1962-63 but has come down in 1963-64 to 1·86 per cent. The Committee desired to know whether the Railways had undertaken any special study regarding 'Transit Delays' and have been informed that although no study has been undertaken regarding transit delays which result in claims, the question of delay in the movement of consignments (smalls) has been constantly engaging the attention of the Railway Board and the Railway administrations. To tackle this problem in all aspects, the Railways have set up standing committees consisting of two senior scale officers, specially to watch and take appropriate action to avoid delays to consignments.

For a Railway like the North Eastern, which has a number of important transhipment points, it is of the utmost importance that goods are not only transhipped promptly but are also handled safely and carefully.

If these two steps are strictly ensured the Committee feel sure that the Railway would be able to effect substantial reduction in claims compensation arising out of delay in transit or loss of packages or consignments in transit. The Committee would stress that performance in this behalf should be closely watched by the Railway authorities at the highest level to ensure that no slackness creeps in.

Court Cases.

94. The following table indicates the number of suits filed in courts against the North Eastern Railway for claims compensation, and their disposal during 1963-64:—

	North Eastern Railway 1963-64
Number of suits filed in court or pending from previous years	3,850
Number of suits settled out of court and paid	568
Number of suits dismissed	471
Number of suits decreed and paid	1,175
Number of suits pending	1,636

It would be seen from the above that out of the 1,646 cases decided by the courts, as many as 1,175 (about 70%) were decreed against the Railway. Asked about the reasons for the Railway losing in such a high percentage of cases, the representative of the Ministry has stated in evidence that there was delay in the settlement of claims by the Railway and the parties went to the courts in order to save themselves from the possibility of limitation.

It has been added that an appreciable improvement has been effected during the current year in the disposal of claims and in their settlement by payment. The Ministry have furnished the following statements in support of the above:

(i) Average time taken in days for settlement of claims during the years 1962-63 to 1964-65:—

Month	1962-63	1963-64	1964-65
April	56	54	46
May	52	58	41
June	53	60	41
July	56	51	37
August	51	54	35
September	47	57	37
October	56	53	37
November	57	55	
December	56	56	
January	52	50	
February	58	54	
March	58	53	
Average	54	54	39

(ii) Percentage of the total number of claims paid to the number of claims settled.

Month	By payment		By repudiation	
	1962-63	1963-64	1962-63	1963-64
April	29	48	45	44
May	31	52	44	34
June	37	42	46	43
July	37	50	47	38
August	35	48	53	39
September	34	54	56	33
October	37	46	51	42
November	42	51	46	34
December	42	49	47	38
January	48	48	45	39
February	52	59	39	29
March	48	60	43	26

While the Committee are glad to note that the time taken in disposal of cases has been appreciably reduced during the current year, they consider that a sustained drive is necessary to maintain this tempo. They would also stress the need for judicious disposal of claims cases so as to avoid litigation on the one side and payment of inflated amounts on the other.

J

TICKETLESS TRAVELLING

95. The expenditure on the maintenance of Ticket Checking Organisation (including Police) and the dues (including fines) realised on the North Eastern Railway during the year 1963-64 are as follows:— Incidence of Traffic. less Travelling.

Category of staff	Total cost	Amount realised		
		Railway dues	Fines	Total
	Rs.	Rs.	Rs.	Rs.
(i) Travelling Ticket Examiners	15,06,732	20,55,566	..	20,55,566
(ii) Ticket Collectors	10,07,499	6,95,259	..	6,95,259
(iii) Special Railway Magistrates	46,600	36,204	3,14,893	3,51,097
(iv) Police	1,92,000	..	..	..
TOTAL	27,52,831	27,87,029	3,14,893	31,01,922

In this connection the Ministry of Railways have stated that strictly the amount of collections should be viewed only in relation to the cost of Special Ticket Examining Staff (*viz.* TTEs), as distinct from the normal Ticket Collectors utilised for checking at stations who will be required in any case. Viewed from this aspect, the percentage of cost of TTEs to the earnings realised by them works out to 73·73%; the amount realised in relation to the cost excluding those pertaining to Ticket Collectors, but including Special Railway Magistrates, Police etc. works out to 68:3%.

A statement showing the number of passengers detected travelling without tickets or with improper tickets on the North Eastern Railway and the amounts realised from them during the last two years is reproduced below:

	1962-63	1963-64	Percentage increase
1. Total number of passengers detected travelling without tickets or with improper tickets . . .	10,87,328	12,77,225	17·5
2. Amount realised as—			
(*a*) Fare	Rs. 18,28,785	Rs. 22,33,290	22·1
(*b*) Excess charges . .	Rs. 2,68,369	Rs. 3,62,932	35·2
3. No. of passengers who paid the fare and excess charge on demand .	10,65,285	12,54,162	17·7
4. No. of passengers prosecuted .	22,043	23,063	4·6
5. (*a*) No. of cases of unbooked and improperly booked luggage	47,690	54,041	13·3
(*b*) Amount realised . .	Rs. 1,49,542	Rs. 1,90,807	27·5
6. Government fine realised . .	Rs· 2,66,817	Rs. 3,14,893	18·0

In this connection the Ministry of Railways have explained that the increase in the number of persons detected travelling without tickets should not be construed as indicating an increase in the level of ticketless travelling but should be taken partly as a measure of the greater success attending the efforts of the Railway and partly as a reflection of the increase in passenger traffic.

Asked as to how the extent of ticketless travelling is determined by the Railways, the representative of the Ministry has stated during evidence that once in every three or four years a special organisation with a large number of Travelling Ticket Examiners is appointed directly under the Railway Board. All the trains are checked by them section by section with a view to know

the extent of ticketless travelling in each and every section of the Indian Railways. These checks are continued for about six months or a year and overall statistics of the extent of ticketless travel are drawn up. It has been added that according to the figures prepared on this basis, the incidence of ticketless travelling on the North Eastern Railway was 5·3 per cent in 1959-60 as compared to 7·7 per cent during 1958-59.

Measures to prevent ticketless travelling.

96. The Committee have been informed that in addition to the normal ticket checking arrangements, the following special measures are employed by the North Eastern Railway to control ticketless travelling:

(i) Surprise and special concentrated checks at important stations as well as roadside stations or in-between stations by stopping trains out of course, through flying squads, the checking party moving by road to ensure an element of surprise;

(ii) checks by specially selected ticket checking squads with the assistance of Special Railway Magistrates for trying cases on the spot;

(iii) incognito checks by officers;

(iv) non-official members of the National/Regional/Zonal Users' Consultative Committee are authorised to call upon any Station Master or Travelling Ticket Examiner, to check, in their presence tickets of passengers in a carriage or a compartment where they have reason to believe that passengers are travelling without tickets;

(v) grant of cash awards and commendation certificates to Travelling Ticket Examiners, showing outstanding performance.

Russian Pattern and the proposed Pilot Scheme.

97. It has been suggested to the Committee by a non-official organisation that "the introduction of 'Russian Pattern' checking, *viz.* posting of one Travelling Ticket Examiner per carriage in place of one Travelling Ticket Examiner per train, will go a long way to reduce ticketless travel".

The representative of the Ministry of Railways has stated during evidence that on the recommendations of the Indian Railway Delegation to Soviet Russia in 1954, the scheme of posting one Travelling Ticket Examiner for two coaches on the Russian pattern was tried on one train on each Railway. The number of trains being very large, the effectiveness of this method could not be judged on the basis of checking of one train only. It has been added

that the Railways are now considering a proposal to introduce a pilot scheme on all Indian Railways for conducting regular checks over sections which are notorious for ticketless travelling. Under this scheme there would be one Travelling Ticket Examiner for each Third class coach, assisted by one Railway Protection Force Sainik.

The Committee would suggest that the feasibility of introducing the pilot scheme on a selective basis may be gone into urgently. They would also suggest that as the last comprehensive census of ticketless travelling was taken nearly five years ago, it is time that a fresh census was undertaken without further delay. They need hardly stress that in the light of the census, measures against ticketless travelling should be intensified on sections where the incidence is found to be high. The Railways should enlist the cooperation of the State Governments concerned, the educational institutions and non-official organisations, specially transport users' associations, to combat the evil of ticketless travelling. They would also suggest that the Central and State publicity organisations should be used to bring home to the public the anti-social nature of ticketless travelling which deprives a national undertaking of its rightful earnings.

Loading and Unloading of Goods

98. There are three systems in vogue on the North Eastern Railway for carrying out the loading and unloading of goods:

(i) by having contractors;

(ii) by having station masters as contractors; and

(iii) by having departmental labour.

The details of stations where the work is entrusted to the station masters together with the quantum of traffic handled and the remuneration paid to them during the years 1962-63, 1963-64 and 1964-65* are furnished in Appendix IV.

The Committee have been informed that "the question of the effect of such contracts on the postion of Station Masters as whole-time employees was examined some years ago. The Ministry of Law who were consulted in regard to the legal aspects of this matter had expressed the opinion that a Station Master who works as a contractor is not guilty of an offence if he does the work with the consent of the Railway Administration. Since the quantum of work involved and the time required for supervision of loading and unloading of a few wagons at these stations does not impair the efficiency of the Station Master as a whole-time Government employee and as the quantum of traffic handled is not large enough to attract private contractor, the system has been allowed to continue."

*As far as available with the Railwys.

The Committee feel that the existing practice is at best an expedient to get over the difficulty of handling of goods at small stations. They have, no doubt, that if the traffic handled at these stations increases the Railway would consider having either departmental or contractor labour at these stations.

POSITIONING OF NAME BOARDS OF STATIONS

99. The Study Group of the Estimates Committee which visited some sections of North Eastern Railway in July, 1964 noticed that at some stations the advertisements displayed in neon light tended to over-shadow the display of name of the station.

The representative of the Ministry of Railways has agreed during evidence that the name boards of stations should be given proper position and that neon lights, which yielded a good revenue to the Railways, should be judiciously displayed keeping in view the overall public interest.

The Committee would suggest that the name boards of railway stations should be displayed prominently and well lighted so that the travelling passengers may have no difficulty in finding their whereabouts. The advertisements which bring in revenue should be judiciously positioned, keeping in view the overall public interest.

CHAPTER VI

WORKSHOPS AND STORES

WORKSHOPS

Work done in the Workshops.

100. There are three workshops on the North Eastern Railway, namely:—

(1) Gorakhpur—Locomotive, Carriage and Wagon Workshop.

(2) Izatnagar—Locomotive, Carriage and Wagon Workshop.

(3) Samastipur—Carriage and Wagon Workshop.

In addition to undertaking repairs and maintenance and new coach construction for the replacement programmes where planned, the Workshops also undertake the manufacture of various items, the broad details of which are given below:

(i) *Manufacture of rolling stock*

Gorakhpur Workshops:

(a) *Conversion of six-wheeler wagons inton hopper Wagons*

An order for 150 six wheeler hopper wagons has been placed on this Railway by the Railway Board in 1962-63. The manufacture is being programmed from year to year according to the capacity available. 83 have been completed upto 31-7-1964.

(b) *Manufacture of M.G. Goods Brake Van on old under-frames*

An order for 104 Brake Vans was placed on the Railway in the year 1962-63, out of which 68 have been completed upto 31-7-1964.

Izatnagar Workshops:

(a) *Manufacture of 10-ton Steam Cranes*

An order for 104 Brake Vans was placed in the Railby the Railway Board on this Railway. 11 have been completed, and considerable progress has been made in the manufacture of 15 more cranes.

(b) *Manufacture of two-ton steam cranes*

A further order for 25 two-ton coaling steam cranes was placed on the Izatnagar Shops. Planning and preparation of materials scheduled for the series manufacture has been taken in hand. The manufacture of the prototype is also under way; when it is ready, the series production will be progressed with the manufacture of 10 ton steam cranes.

(ii) *Meanufacture of components etc.—Rolling Stock Maintenance*

Capacity also exists in the Workshops of this Railway to meet the requirement of components for revenue works. This is reflected in the out-turn figures given below:

Out-turn in the year 1963-64

Serial No.	Unit	Gorakhpur	Izatnagar
1	2	3	4
1	Iron Foundry (in M. tons) . . .	2940·66	628·09
2	Brass Foundry (in. M. tons) . . .	1678·10	267·43
3	Smithy (in M. tons)	2353·75	721·68

(iii) *Alternative Lines of Production*

Quite apart from the capacity given above, the following are the alternative lines of production which can be undertaken as and when spare capacity becomes available:

Gorakhpur Workshops

M. C. Wagons.
10 Ton steam cranes.
Motor Trollies.
Grease containers.
Rocker Bars.
Swing Links.
Axle Pullies.
Coil springs (Buffer).
Copper Joint rings.
Buffer Shanks.
Follower Plates.
Metal Pockets.

Izatnagar Workshops

M. C. Type wagons.

Overhaul of Rolling Stock.

101. A statement showing the capacity for overhaul of rolling stock in each of the Workshops and Carriage and Wagon establishments of the North Eastern Railway *vis-a-vis* the requirements (i) at the commencement of the Third Five Year Plan and (ii) on 30th September, 1964 and (iii) as expected on the conclusion of the Third Plan, is re-

produced below:

Over haul of Rolling Stock—North Eastern Railway

Date	Shop	Capacity				Total requirements@			
		Loco		Carriage	Wagon	Loco		Carriage	Wagon
		POH*	IOH**	POH*	POH*	POH*	IOH**	POH*	POH*
1-4-61	Gorakhpur	192	72	2400	5052	220	+255	3450	8902
	Izatnagar	60	24	960	3000				
	Samastipur	..	36	300	1200				
	TOTAL	252	132	3660	9252				
30-9-64	Gorakhpur	158	142	2400	6000	218	+254	3700	9720
	Izatnagar	60	60	1200	3000				
	Samastipur	..	..	96	1200				
	TOTAL	218	202	3696	10200				
1-4-66	Gorakhpur	220	90	2650	6000	279	+323	5550	9720
	Izatnagar	60	60	2900	3600				
	Samastipur	..	..	..	..				
	TOTAL	280	150	5550	9600				

@The total requirement has not been broken up shop-wise due to the variable nature of requirement between POH and IOH.

*POH stands for Periodical Overhaul.

**IOH stands for Intermediate Overhaul.

†The extra requirement of IOH outside the shop capacity has been planned to be undertaken in major loco sheds of this Railway.

It would be seen from the above that while the present capacity of the Workshops is adequate for periodical overhaul of locomotives and wagons, it is short by 52 for intermediate overhaul of locomotives.

The representative of the Ministry has stated during evidence that on the North Eastern Railway the practice heretofore had been to deal with both periodical and intermediate overhaul of locomotives in workshops while running repairs were attended to in the loco sheds. The Ministry of Railways have now decided as a matter of policy that while periodical overhaul should be done in the Workshops, intermediate overhaul should be done in selected loco sheds, so that the repairs could be attended to close to the home shed and the engine made available for traffic as quickly as possible. This principle would be gradually applied on the North Eastern Railway and capacity developed for giving intermediate overhaul at selected loco sheds.

The Committee need hardly stress that adequate capacity should be developed in time in the selected loco sheds so that the intermediate overhaul of locomotives does not suffer.

High cost of Standard Repairs to Locomotives

Efficiency Bureau Study.

102. The Efficiency Bureau of the Ministry of Railways in their Analysis of the Ordinary Working Expenses of the North Eastern Railway (Study No. 3 of 1961) had pointed out that there was scope for reduction in the average unit cost of workshop repairs to locomotives on the North Eastern Railway as the same was high when compared to other Railways.

The average standard unit cost of workshop repairs to Metre Gauge steam locomotives on the workshops of the North Eastern Railway during the last three years as compared to the average cost on all Indian Metre Gauge Railways is shown below:

	Average cost, in rupees, per Standard Unit Repair		
	1961-62	1962-63	1963-64
Gorakhpur	30,840	29,610	29,140
Izatnagar	43,521	39,839	39,673
Average for the N.E. Railway Workshops	32,462	32,505	31,742
All-Railway Average (MG) . .	28,100	33,351	34,156

The Committee are concerned to note that the All Railway average cost per standard unit of repair has risen from Rs. 28,100 in 1961-62 to Rs. 33,351 in 1962-63 and Rs. 34,156 in 1963-64.

The Committee would like the Ministry of Railways to go into the reasons for this marked increase in the average cost and take remedial measures to bring it down.

Higher Cost of Repairs in Izatnagar Workshop.

103. It is also seen from the above that although the average cost per standard unit repair on the North Eastern Railway Workshops has been less than the All-Railway average during 1962-63 and 1963-64, the average cost at Izatnagar Workshop has been higher as compared to Gorakhpur and All-Railway average. This is stated to be due to the fact that Izatnagar Workshop deals with repairs to 13 types of locomotives, of which as many as 11 types are of non-standard and pre-Indian Railway Standard (IRS) classification. These locomotives, because of their higher age (average age 45 years), small numbers of each type and non-standard character are comparatively costlier to repair.

Another reason for the comparatively higher cost of repairs per standard unit in Izatnagar Workshop is the fact that the locomotives repaired there are of a comparatively lower tractive effort than those repaired at Gorakhpur Workshops. As the repair out-turn of locomotives from a workshop is expressed as equated standard units 'standard unit locomotive', the out-turn in Izatnagar gets depressed as compared to Gorakhpur Workshop.

It has been added that because of the multiplicity of classes and with a large proportion of the locomotives being of a higher age group, it has not so far been possible to build up a reserve of spare parts to any appreciable extent, and this has resulted in certain unavoidable delays in repairs to and the reconditioning of the components of the locomotives to be over-hauled, with consequential increase in the repair days as also the cost of repairs.

Another reason for the comparatively higher cost of repairs at Izatnagar is that a start could be made with the introduction of the incentive scheme of working only with effect from October, 1962, *i.e.*, nearly two years later than at Gorakhpur, due to which the productivity of labour at Izatnagar Workshop has not yet reached parity with that obtaining at Gorakhpur Workshop.

The delay in extending incentive scheme to Izatnagar is due to the fact that the workshops at Izatnagar were being extensively remodelled. While under remodelling, it was not possible to introduce the incentive system of working because of the unsettled conditions prevailing during that period, in respect of workshop facilities, layout, etc.

Measures to reduce Repair Cost in Izatnagar.

104. The following measures have been taken by the North Eastern Railway to reduce the cost of repairs to locomotives in Izatnagar Workshop:

(i) Reclaiming important spare components and sub-assemblies to the maximum extent possible from locomotives which are condemned and withdrawn from service.

(ii) Introduction of incentive system of working.

The experience of the Railways has amply demonstrated that the key to increased production and reduction in unit cost of repairs lies in the extension of the wage incentive scheme of working. The Committee find that though the remodelling of the Izatnagar Workshop was completed by the end of 1961 and it was envisaged to bring 1,589 members of staff on the incentive scheme, only 744 men engaged in 34 sections have so far been brought on the incentive scheme. Of these 34 sections coverage has been completed in 27 sections, but only partial in respect of seven sections owing to temporary shortage of materials. Proposals for three sections covering 34 men have been recently approved by the Ministry of Railways. Proposals for the remaining 37 sections consisting of 811 men are being processed. The Committee are informed that all the sections are expected to be covered by the end of March, 1965.

The Committee are not happy at the slow and halting progress made so far in extending the incentive scheme in Izatnagar Workshop and would stress that more expeditious action should be taken in this behalf as it has a direct bearing on productivity and cost of unit standard repair.

Wage Incentive Scheme

105. As regards the extension of the Wage Incentive Scheme to other Workshops of the North Eastern Railway, the position is stated in the succeeding paragraphs.

Wage Incentives in Gorakhpur Workshop.

106. *Gorakhpur*: In the Gorakhpur Workshop, having a total staff strength of 6,710, a decision was taken to introduce the incentive scheme in suitable stages. Preparatory steps, including the setting up of production control organisation, were taken in the later part of 1959. The first section was brought under the incentive scheme on 3rd January, 1961.

As per original programme, 2,569 men were scheduled to be brought under the incentive scheme. Of this number, 1,845 were covered by 30th June, 1963 leaving a balance of 724 men. In November, 1963 the position was reviewed and it was eventually decided to extend the scope of the scheme to 3,776 men (direct, essentially-indirect and supervisory). Out of this number, 2,825 men working in 83 sections have been brought under the incentive scheme upto

30th June, 1964. The balance still to be covered by the scheme is 951. Proposals for extension of the scheme to these men have also been framed and are being finalised. All these men are expected to be covered by the end of March, 1965.

Wage Incentives in Samastipur Workshop.

107. *Samastipur*: The Samastipur Workshop was extensively remodelled in 1962 to undertake the manufacture of M.C. type wagons. Owing to difficulties like non-availability of essential materials such as steel sections, non-availability of adequate and suitable technical staff, etc. the original production schedule could not be achieved. A revised schedule was drawn up in September, 1963, envisaging production in three stages; and it was decided to introduce the incentive scheme at the beginning of the 2nd stage planned for 1st January, 1965 which was later advanced to 1st September, 1964. Preparatory steps have been completed; out of 260 different operations, 50 have been time studied. The incentive scheme will be extended gradually, beginning with the Component Section; target dates will be set for the other sections when the work has progressed further.

Committee's Views.

108. *The Committee would stress that the remaining 951 men in the Gorakhpur Workshop should be covered by the incentive scheme by March, 1965 and that efforts to extend the incentive scheme to the Samastipur Workshop should be intensified. They would also stress that the difficulties of materials which are hampering the introduction of the incentive scheme should be removed on priority basis.*

HIGH COST OF PERIODICAL OVERHAUL OF COACHING VEHICLES

Comparative Cost Railway-wise.

109. A statement showing the average cost of periodical overhaul per coaching vehicle (in terms of 4 wheelers)—Metre Gauge, on the various Railways for the last three years is given below:

Periodical Overhaul—Per coaching vehicle

Railway	Average cost in rupees		
	1961-62	1962-63	1963-64
North Eastern	2120	2102	2048
Central	1990	1838	2128
Northern	1968	1873	1851
Northeast Frontier	2615	2700	2489
Southern	1504	1522	1639
Western	1941	2156	1829
All Railway average	1897	1931	1890

Comparative Cost Workshop-wise.

110. The average cost of periodical overhaul per coaching vehicle (in terms of 4 wheelers)—Metre Gauge workshop-wise for the last three years is as follows:

Railway	Workshops	Average cost in rupees		
		1961-62	1962-63	1963-64
North Eastern	Gorakhpur	2435	2333	2232
	Samastipur	2126	1979	1618
	Izatnagar	1293	1513	1692
Central	Lallaguda	1990	1838	2128
Northern	Bikaner	1927	1828	1831
	Jodhpur	2004	1910	1867
Northeast Frontier	Dibrugarh	3083	2996	2727
	Bongaigaon	2270	2444	2288
Southern	Golden Rock	2069	2039	2018
	Hubli	1080	1179	1407
	Mysore	1106	1059	1257
Western	Ajmer	2093	2466	1946
	Udaipur	1515	1918	1656
	Bhavnagar	1264	1245	1517
	Gondal	1585	1508	1309
	Junagarh	374	46	107
	Morvi	1795	1685	1784

The average cost in the Gorakhpur Workshop of the North Eastern Railway was higher in 1963-64 than all other Railways except the Northeast Frontier and Central Railways.

Scope for Reducing Cost of Repairs to Coaching Vehicles.

111. The Efficiency Bureau of the Ministry of Railways, in their study on the working expenses of the North Eastern Railway, had observed that "there is scope for reduction in the average unit cost of workshop repairs to coaching vehicles on the North Eastern Railway".

The Ministry of Railways have stated that the higher cost on the North Eastern Railway is due to the fact that the interval between workship overhauls to coaching vehicles (other than main line Mail and Express Rake Coaches) on this Railway is on an average six months more than on most other Railways, as would be seen from the table below:—

Interval between shop overhauls

	Main line Mail and Express rake coaches	Passenger coaching vehicles other than main Line rakes	Other coaching vehicles
North Eastern Railway schedule	9 months	18 months	24 months
Standardise schedule	9 months	12 months	18 month

As a long term and progressive measure, the Ministry of Railways have laid down the standard repair schedule and the North Eastern Railway are building up the work-

shop capacity so as to adopt the standardised schedules by the end of the current Plan period.

It has been added that the cost of repairs to coaching vehicles at Gorakhpur workshop is somewhat higher than that obtaining in Samastipur and Izatnagar workshops of the same railway and the workshops on other railways as in Gorakhpur workshop, all main line and principal rake carriages as well as special stock are attended to.

The Committee are not convinced with this reason as they find that the interval between the shop overhaul of main line Mail and Express rake coaches on the North Eastern Railway is 9 months, which is exactly the same as laid down in the standard schedule. There is, therefore, no reason why the cost of periodcal overhaul to Mail and Express rake coaches should be higher in Gorakhpur workshop. The Committee would, therefore, stress that intensive measures, such as the incentive scheme of working, standardisation of repair operations and laying down of rational yardsticks for undertaking various operations, should be taken to increase productivity and bring down the cost.

NON-UTILISATION OF MACHINES IN THE WORKSHOPS OF NORTH EASTERN RAILWAY

112. The number and approximate value of machines lying unutilised in the workshops and sheds of North Eastern Railway on 1st April, 1964 and at present are indicated below: Machines lying Unutilised.

North Eastern Railway—Machines lying unutilised

Workshop	As on 1-4-1964		As at present	
	No. of Machines	Approx. Cost	No. of Machines	Approx. Cost
Gorakhpur Workshops .	..	..	..	..
Samastipur Workshops .	..	..	..	..
Izatnagar Workshops . .	14	..	14	*
Running Sheds and C&W. Depots	2	40,000	1	30,000

The table above excludes 24 United States War Department surplus machines and 4 other old machines, released from Gorakhpur shops after remodelling, which have been kept stored (un-installed) at Izatnagar as being, at present, surplus to the requirements of the North Eastern Railway as a whole. These machines have been kept stored at Izatnagar with a view to finding use for them either on the North Eastern Railway or on other Railways in the future.

*Six of these 14 machines are US surplus machines which were made available to the Indian Railways free of cost and the Government had to incur only the expenditure relating to packing, inland freight and the ocean freight from USA to India, which was of the order of about Rs. 3,000 per machine.

As regards the remaining 8 machines, these are very old ones and the present-day depreciated value is insignificant. Their approximate cost however, at the time of their purchase years ago was Rs. 4 lakhs.

Six other machines have been received in the last few months at Izatnagar for the proposed Steel Foundry shop which is under construction. These will be installed and commissioned as soon as the Steel Foundry shop structures which are under construction, are ready.

Besides these, there is also one machine in Kasganj shed awaiting installation and commissioning. The foundation work has been completed and the installation work has been taken in hand. The machine is expected to be commissioned shortly.

Reasons for Non-utilisation of 14 Machines.

113. The Ministry of Railways have furnished the following reasons for the non-utilisation of the 14 machines at Izatnagar:

"Of these 14 machines, 6 are U.S.A. War Department surplus machines obtained free of cost and awaiting commissioning. The balance 8 machines are old machines rendered surplus at Gorakhpur Workshop as a result of the remodelling of that workshop and transferred to Izatnagar workshop where they have been installed but are awaiting commissioning.

These 14 machines have been placed on foundation in Izatnagar workshops and are awaiting full commissioning on receipt of certain spare parts and fixures as well as electrical modification for conversion from Direct Current to Alternating Current. Action in each respect has been taken and is being followed up. They will be put into operation progressively as soon as full commissioning is complete. There has been difficulty in the expeditious procurement of the parts required for the commissioning of these machines as the parts for these old machines are now non-standard. However, sources of supply have been located and the spare parts have been indented and are awaited."

USA War Department Surplus Machines.

114. As regards the 24 U.S.A. War Department surplus machines stored at Izatnagar, the reasons for their non-utilisation are stated to be as follows:—

"Under the T.C.M. Aid, a large number of used U.S. Department of Defence surplus machines were acquired by the Indian Railways as a whole. The machines were made available to the Indian Railways free of cost and the Government had to incur only the expenditure relating to packing, inland freight and ocean freight from the United States to India. When

the offer for making available these United States Surplus machines free of cost to the Government of India was received from the T.C.M. authorities the Ministry of Railways (Railway Board) decided to avail of this offer and select as many machines as possible, which could be made use of by the Indian Railways as a whole. A quick selection had to be made in the United States and this was done by two officers who were deputed to United States for this purpose, on behalf of Indian Railways as a whole. In taking this decision, the Railway Board had in mind their allotment to the Railways not only against the requirements that had been submitted by them in their annual Machinery and Plant Programme till then, but also against future requirements of Railways both on additional and replacement account. The selection and acquisition of these machines were therefore made in bulk and not wholly against demands for individual machines from Railways. The allotment of these machines to the Railways and various manufacturing units was made from time to time as and when machines were made available in progressive stages. Most of the machines were set off against the Railways' requirements which had been sanctioned and which were pending procurement at that time. Over and above these requirements, the Railways were allotted the balance of the available machines also having regard to their likely future requirements against which they would be set off.

The selection of the machines was thus based on an overall assessment of the requirements of Railways as whole for the entire Second Five Year Plan and even beyond. Considering the descriptive literature of the U.S. excess machines and the facilities available at the time of their selection, it was envisaged that a portion of the machines would require overhaul, reconditioning and modifications to utilise them effectively in the environment of our workshops. A certain number of machines which were not considered directly usable in Railway workshops were also selected with the object of utilising the electric motor and other units, such as spindle heads and gear boxes etc. separately in the fabrication of other fixtures and equipment.

Even at the time of their acquisition, it was envisaged that it may become necessary to effect adjustment of U.S. excess machines between

various Railways and manufacturing units. In fact, over the last few years, such redistribution as between different Railways and as between different Railway Workshops has been effected."

Committee's Views.

115. *The Committee are distressed to note that 14 machines have remained uncommissioned for several years for want of spare parts and other fixtures as well as electrical modifications. They feel that it should have been possible for the Railways, with their vast resources and experience, to locate the sources of supply much earlier. They hope that these machines would now be brought into use without further delay either in this Railway or in any other.*

The Committee would also stress that if the U.S. surplus machines stored in Izatnagar Workshop are not required by the North Eastern Railway, they may be transferred to Workshops/Loco Sheds of other Railways or other Public Undertaking where they could be put to effective use.

ELECTRICAL SIGNALLING EQUIPMENT

Requirements of North Eastern Railway.

116. The Committee note from the Annual Report of the North Eastern Railway for 1963-64 that the demands of that Railway for imported electrical signalling materials required for the Third Five Year Plan signalling and tele-communication works are not being met in full. This would be clear from the details given below:—

Buffer III

Imported electrical signalling materials worth approximately Rs. 20,11,000 were indented of which materials worth Rs. 18,00,000 only were received and used up.

Buffer IV

Imported electrical signalling material indented—Rs. 24,95,000. Materials worth Rs. 17,00,000 only received and being consumed.

Buffer V

Imported electrical signalling materials indented—Rs. 33,00,000.
Received—Rs. 3,50,000.

Buffer VI

A further demand of imported electrical items to the tune of Rs. 13,00,000 was sent to the Board.

The Ministry of Railways have intimated that the latest position regarding procurement of imported electrical signalling equipment for the North Eastern Railway is as follows:—

"The demands for imported electrical signalling equipment for 1963-64 were included in N.E. Railways indent No. P13/Sig/NER/Works/63-64, dated 15-11-1962 and some items, which could not be anticipated by the Railway earlier, were included in their indent No. P.13/NER/Works/64-65, dated 10-12-1963. Against the former indent, referred to as "Buffer V" by the Railway, there are only two imported items outstanding—one of the items (electric points machines) on order with a firm in Japan has since been shipped and the other item is expected to be supplied by August, 1965. Regarding the second indent (Buffer "VI"), this includes two items which are to be imported. This indent was included in Board's Tender Sig. 8 (Part II) and contracts for these items have since been placed.

* * * *

Against an earlier indent No. Plan/Sig/NER/42/60-61 dated 8-7-1960 ('Buffer III'), supplies for all imported items have since been completed, and against indent No. Plan/Sig/NER/1/62-63, dated 8-11-1961 ('Buffer IV') there is only one imported item outstanding on order in U.K. and this is expected to be shipped by 31-1-1965.

Time is taken in the supply of the imported items as the foreign suppliers have heavy bookings from their parent and other countries, and as the manufacture of railway signalling equipment of Specialized nature to Indian Railway Standards/Drawings or other adopted specifications is undertaken by the tenderers only on receipt of firm orders and import licence."

Measures to develop Indigenous Capacity.

117. Asked about the measures taken to develop indigenous capacity for supply of electrical signalling and telecommunication equipment, the Ministry of Railways have stated that a proposal for setting up a Central Signal Workshop on Railways for production of modern signalling equipment has been approved and tenders have been issued for setting up the workshop in collaboration with reputed manufacturers of signalling equipment. The tenders are expected to be received in March, 1965. It has been stated that the indigenous capacity developed in the private sector coupled with the capacity to be developed in the proposed Central Signal Workshop for specialised modern signalling equipment would help to meet

gradually almost all the requirements for electrical signalling equipment. Some import of specialised raw materials, special components and patented articles is, however, likely to continue until indigenous substitutes become available.

The Committee hope that Government will take early steps to set up the proposed Central Signal Workshop and thus to make the country self-sufficient in the field of signalling and telecommunications which play a vital part in modern transport.

Theft of Electrical Equipment

118. The value of thefts of, and damages to, carriage and electrical fittings on the North Eastern Railway during the last three years has been as follows:—

Year	Value (in rupees)
1961-62	4,52,448
1962-63	3,46,567
1963-64	3,77,951

It would be seen from the above that while the losses on this account had come down by over Rs. 1 lakh in 1962-63, there has since been an increase of over Rs. 30,000 in 1963-64.

The Efficiency Bureau of the Railway Board, in their Study No. 3/1961 on the ordinary working expenses of the North Eastern Railway, had stated that one of the factors responsible for substantial increase in the expenditure on maintenance of electrical services on the North Eastern Railway was theft of electrical materials. The Efficiency Bureau had, suggested that vigorous steps should be taken by the Railway to reduce thefts of electrical equipment.

Need for Maintaining Reconciled Figures

119. It has been stated during evidence by the representatives of the Ministry that joint checks are conducted by the Electrical Department and the Railway Protection Force in order to locate the place where the deficiency has taken place. Raids are sometimes made on suspected stolen property receivers and such raids have given significant clues. It has been admitted that on the North Eastern Railway the joint checking has not been tightened up to the extent that it has been done on other Railways.

The Committee desired to know the losses on account of thefts of electrical fittings on the North Eastern Railway during the last three years, but reconciled figures could not be furnished as the Electrical Department and the Chief Security Officer of the North Eastern Railway are maintaining separate sets of figures.

The Committee need hardly emphasise that reconciled figures of losses of equipment, whether electrical or of other Departments, should be maintained. They would also stress that these statistics should be carefully compiled and analysed with a view to take remedial measures to check the losses.

STOCK VERIFICATION SHEETS

120. In their 28th Report on the Ministry of Railways (Stores and Printing) the Estimates Committee (1955-56) of First Lok Sabha had observed as follows:—

> "The Committee note that the stock verification work is in arrears in the North Eastern and the Northern Railways and suggest that the arrears should be cleared immediately. The Committee observe that the North Eastern Railway is not only in arrears in respect of posting and reconciliation of price ledgers but also in respect of stock verification. A special investigation appears necessary with a view to ascertaining the circumstances in which the arrears have accumulated and to fix responsibility on the staff concerned."*

In implementation of the above recommendation, the Ministry of Railways had informed the Committee that—

> "Stock verification work on Railways (and particularly on the North Eastern and Northern Railways) had gone into arrears because the general increase in work could not be handled adequately for want of sufficient qualified staff for the purpose ..... With the recent allotment of one of the higher prescribed scales *viz.* Rs. 160—250,.....a solution to the main difficulty has been found and the arrears on the Northern Railway have already been overtaken."**

The present position regarding disposal of stock verification sheets prepared after verification of stores by the Accounts Stock Verifiers on the North Eastern Railway is indicated in the following Statement:

*28th Report of the Estimates Committee (First Lok Sabha), para 82-83.

**43rd Report of the Estimates Committee (Second Lok Sabha), pp. 39-40.

Sl. No.	Year	Total No. of Stock Sheets prepared	Cleared during 1961-62	Balance outstanding at end of 1961-62	Cleared during 1962-63	Balance outstanding at end of 1962-63	Cleared during 1963-64	Balance outstanding at end of 1963-64	Cleared during 1964-65	Balance outstanding on 1-1-1965	Remarks
1. Prepared during	1961-62	3079	2280	799	669	130	86	44	9	35	There are 25 Stock Sheets pending finalisation 1-1-1965 relating to 1959-60 and 1960-61
Prepared during	1962-63	3266			2648	618	515	103	41	62	
3. Prepared during	1963-64	3158					2165	993	365	628	
		9503	2280	799	3317	748	2766	1140	415	725	

The Committee have been informed by the Ministry of Railways that the following measures have been taken to speed up the finalisation of outstanding stock verification sheets:

> "Apart from routine chasing through correspondence with the District Officers concerned, Inspectors of Stores Accounts personally contact the District Officers in their jurisdiction in order to obtain their remarks on the discrepancies reported in the Stock Verification Reports. In addition the matter is taken up officially with the Heads of the Departments from time to time, sending them lists of outstanding stock sheets. The position of outstanding stock sheets is reviewed at the monthly meeting of the Principal Officers in respect of any special features requiring attention at Heads of Department level. Targets are also fixed every half year for the clearance of outstanding stock sheets of different age-groups and the progress watched with reference thereto."

It has been added that these efforts are bearing fruit and the pace of clearance is progressively improved upon.

The Committee note that while the number of stock verification sheets cleared in 1962-63 had risen to 3317 as compared to 2280 in 1961-62, the number has again fallen to 2766 in 1963-64. It is further observed from the statement that while the clearance of stock verification sheets pertaining to a particular year within that year was 74% in 1961-62, it rose to 81% in 1962-63. The rate of clearance however, fell to 68·5% in 1963-64.

The Committee cannot, therefore, accept the complacent conclusion of the Ministry of Railways that the "efforts are bearing fruit and the pace of clearance is progressively improved upon." They cannot too strongly emphasise the need for prompt clearance of the stock verification sheets. They see no reason as to why the stock verification sheets should not be cleared within the target period fixed by the authorities if all the departments concerned were to give it the attention and priority that it deserves. They hope that the Ministry of Railways and the North Eastern Railway would take concerted measures to improve the position and at least sustain the rate of clearance which was attained in 1962-63.

CHAPTER VII

STAFF

Residential Accommodation for Staff

Accommodation available on North Eastern Railway.

121. After the bifurcation of the North-eastern Railway into two zones, the (bifurcated) North Eastern Railway had 23,921 quarters as against a staff strength of 82,836 on 31st March, 1958. In 1958-59, 690 quarters were built bringing the total to 24,611, the corresponding staff strength being 82,230. Thereafter, the progress of construction of staff quarters has been as under:

Year	No. of Staff	No. of new quarters constructed during the year	Total No. of quarters available at the end of the year	Percentage of column (4) to column (2)
1959-60	83,643	1,197	26,665	31·88
1960-61	83,448	830	27,495	32·95
1961-62	84,764	380	27,875	32·89
1962-63	84,892	832	28,707	33·82
1963-64	85,775	1,185	29,892	34·85

Comparative Position Railway-wise.

122. It has been stated during evidence by the representative of the Ministry that the position on the North Eastern Railway compares favourably with other Railways as would be seen from the following table:—

Railway	Percentage of Railway staff provided with Residential accommodation	
	Essential	Non-essential
North Eastern Railway	52	13·5
Central Railway	48·3	7·8
Eastern Railway	59·9	17·1
Northeast Frontier Railway	62	49
Southern Railway	51·5	5·2
South Eastern Railway	53	13

123. The Committee desired to know the details of quarters constructed/programmed on the North Eastern Railway during the Third Five Year Plan, the allotments made and actual expenditure incurred during each year, along with the reasons for variations between allotments and actual expenditure, if any. The information furnished by the Ministry of Railways is reproduced below:

Progress made in Third Five Year Plan.

Progress in Third Five Year Plan

Year	No. of quarters constructed programmed	Original Budget allotment	Final allotment	Actual expenditure
	(Figures in lakhs of rupees)			
1961-62	380	102	51	51
1962-63	832	86	67	70
1963-64	1185	69	74	73@
1964-65	764*	67	**	**
1965-66	1375*	90	**	**

@Provisional.
*Programmed figures.
**Not known.

From the above statement it will be seen that, during 1961-62, there was a shortfall of Rs. 51 lakhs between the original and final allotments which was mostly due to non-availability of building materials and land etc., affecting the progress of expenditure during the year. The actual expenditure during the year, however, was equal to the final allotment. In 1962-63, the final allotment was less, by Rs. 19 lakhs, than the original allotment, as the work during that year was somewhat slowed down due to diversion of materials for Civil Defence and other urgent works. The actual expenditure was, however, in excess of the final allotment by a nominal amount of Rs. 3 lakhs. In 1963-64, advantage was taken of the improvement in the availability of materials and additional funds to the extent of Rs. 5 lakhs were obtained through the final allotment. The progress of work was also more vigorous during this year than in the previous year; the actual expenditure is expected to corespond to the allotment."

The Ministry of Railways have added that during the remaining two years of the Plan, namely, 1964-65 and 1965-66, the allotments are expected to be fully utilised.

While the Committee are unhappy that in 1961-62, the final allotment and actual expenditure were 50% of the original budget allotment, they note that the performance in subsequent years has improved. They would suggest that advance action, particularly for ensuring availability of land and cement for construction of quarters, should be taken so that it does not hold up planned programme.

The Committee hope that the original budget allotments for construction of quarters in 1964-65 and 1965-66 would not only be allowed to stand but also fully utilised.

SHORTFALLS IN RECRUITMENT OF SCHEDULED TRIBES CANDIDATES

Shortfalls in filling of Reserved Vacancies.

124. The Committee note from the following tables that there has been a continued shortfall in filling the vacancies reserved for Scheduled Tribes in Class III and Class IV posts on the North Eastern Railway:—

Year	Previous shortfall		Appointment				Fresh reservations	
	SC*	ST*	SC*	ST*	Others	Total	SC*	ST*
Class III								
1959	254	99	350	3	594	947	96	24
1960	..	120	219	11	230	460	36	9
1961	(—)183	118	39	6	119	164	24	4**
1962	(—)198	29	85	15	194	294	46	9
1963	(—)237	23	74	7	553	634	98	24
Class IV								
1959	385	249	654	6	1063	1723	175	50
1960	(—)94	293	481	27	1371	1879	239	62£
1961	(—)336	326	200	1	470	671	106	28@
1962	(—)430	137	226	..	1019	1245	201	49
1963	(—)455	186	134	..	748	882	142	36

*SC indicates Scheduled Castes and ST indicates Scheduled Tribes.

**87 posts of ST (Class III) lapsed owing to efflux of time limit.

£2 posts of ST (Class IV) lapsed owing to efflux of time limit.

@216 posts of ST (Class IV) lapsed owing to efflux of time limit.

125. The representative of the Ministry of Railways has stated during evidence that the main reason for the shortfalls in making recruitment of Scheduled Tribes is their backwardness and their unwillingness to go out of their villages to unfamiliar surroundings. Despite concessions given to them, such as free passes for travel for the purpose of interview and relaxations in age limits, the Railway authorities have not been able to recruit the requisite number of Scheduled Tribes for the reserved vacancies.

Reasons for shortfalls.

The Committee note that while the recruitment of Scheduled Castes has been proceeding apace—in fact the total number of appointments in 1960, 1961 and 1962 was more than the reserved quota—there has been a marked shortfall in the recruitment of Scheduled Tribes against vacancies reserved for them. They are constrained to note that as many as 87 posts in Class III and 216 posts in Class IV reserved for Scheduled Tribes lapsed in 1961 owing to efflux of time limit. The Committee are not convinced with the reasons advanced by the Railway authorities and feel that if strenuous efforts are made to publicise the existence of reserved quota for Scheduled Tribes in the areas inhabited by them and in the educational centres where Scheduled Tribes students are getting education, it should be possible to fill up the quota of vacancies reserved for them. They would also suggest that the good offices of the Commissioner for Scheduled Castes and Scheduled Tribes, the Directorate of Employment Exchanges, and the State Government authorities may be utilised to fill up vacancies reserved for Scheduled Tribes.

PAYMENT OF PENSION, PROVIDENT FUND AND GRATUITY

126. The Committee are informed that on 30th November, 1964, 63,808 employees of the North Eastern Railway were governed by the Contributory Provident Fund scheme and 22,876 employees by the Pension scheme.

Measures to Expedite Payment.

The Ministry of Railways have stated that they have taken the following measures to ensure the expeditious disposal of Pension/Provident Fund cases:

Pension Cases: A close watch is kept by the Railway Board over the disposal of such cases and Railways are required to submit half-yearly reports showing the progress in the finalisation of the pension cases. The position is reviewed at the Board's level and the Railways are addressed, where necessary, to expedite the disposal of the outstanding cases.

Provident Fund Cases: Quarterly statements of outstanding cases submitted by the Railways to the Railway Board are reviewed and features requiring attention are pointed

out to the Railways, the endeavour being to reach a position of no arrears as soon as possible.

It is claimed that as a result of these measures there has been a steady improvement in the position on the North Eastern Railway as will be seen from the following tables:—

Pension cases :

No. of cases outstanding at the end of June, 1962 . . .	84
No. of cases outstanding at the end of June, 1963 . . .	60
No. of cases outstanding at the end of June, 1964 . . .	55

Provident Fund cases:

Total number of cases pending as on 30-9-1962 . . .	360
Total number of cases pending as on 30-9-1963 . . .	267
Total number of cases pending as on 30-9-1964 . . .	233

Cases pending for more than six months.

127. The Committee desired to have a break up of the Pension and Provident Fund cases pending disposal for more than six months along with the reasons holding up their disposal, and the information furnished by the Ministry is reproduced below:

(i) *Pension cases*: There were 33 cases over 6 months old on 30th September 1964 in which payment of pensionary benefits had not been arranged. Out of these, payment has since been arranged in 10 cases and only 23 cases are outstanding at present. The break up of these cases age-wise is indicated below:

Cases over two years old—2

In one case some irregularity about the retention of the employee in service beyond the age of 60 years has come to notice as a result of which the pensionable status of the employee is in doubt. The Railway is proposing to refer the matter to the Railway Board for a decision.

In the other case, the personal record of the employee had been lost in transit and the same has been reconstructed and submitted to accounts.

Cases over a year old but less than two years—4

In 3 cases, the Service records of the employees are either missing or incomplete. As it has not been possible to complete the Service record otherwise, these cases are being submitted to a committee consisting of Deputy Heads of Departments to arrive at a decision in the matter.

One case was pending on account of same irregularity in regard to adjustment of leave salary etc. This case is expected to be finalised very shortly.

Cases over six months old but less than one year—17

The reasons for which the above 17 cases are outstanding are indicated below:

(1) Pending on account of missing and incomplete records	5
(2) Legal documents awaited from the parties concerned	2
(3) Pension papers prepared and passed on to Accounts Office for verification and payment etc.	5
(4) Pension papers under preparation	3
(5) Pending for regularisation of some irregularities	2
	17

(ii) *Provident Fund cases*

There were 81 cases on 30th September 1964 in which the payment of Provident Fund dues had not been paid. Out of these in one case payment has since been made and in 12 other cases arrangements have since been made for payment to the parties. The break up of the remaining 68 cases age-wise as well as reasons for delay in their disposal are indicated below:

Cases over two years old—1

In this case the employee was retained in service beyond the age of superannuation. The question of regularising his service beyond the age of superannuation is under consideration. However, part payment of Special Contribution to Provident Fund has already been made in this case.

Cases over a year but less than two years—19

These cases are pending finalisation for the following reasons:

(1) Verification of commercial debits	6
(2) Legal documents awaited	8
(3) Correct fixation of pay under examination	2
(4) Sanction to extension of service awaited	1
(5) Date of birth under dispute	1
(6) Non-vacation of quarters	1

Cases over six months old but less than one year :	48
(1) Verification of commercial and other debits	15
(2) Legal documents awaited	13
(3) Sanction awaited for extension of service	10
(4) Correct fixation of pay under examination	4
(5) Service records being completed	2
(6) Non-vacation of quarters	2
(7) Papers under preparation	2
	48

Analysis of Pending Pension Cases.

128. The above analysis indicates that in 21 out of 23 cases, pension could not be sanctioned for administrative reasons such as missing and incomplete records, delay in obtaining sanction of competent authority for retention in service beyond superannuation age, delay in preparation of papers etc. Only in 2 cases legal documents were awaited from the parties concerned.

The Committee consider that as all these matters are well within the administrative purview of the Railways there should not be such long delay in finalising the cases. They would stress that keeping in view the pecuniary condition of the staff, who retire from service, every effort should be made by the Railways to settle pension cases within six months of retirement of an employee.

Analysis of Pending Provident Fund Cases.

129. Similarly, the analysis of Provident Fund cases brings out clearly that out of 68 cases, 44 are pending for verification of commercial debits, sanction of extension in service, fixation of pay, completion of service records etc. which are again matters for administrative action. Only in 21 cases legal documents were awaited from the employees' families and in 3 cases quarters had not been vacated.

The Committee would suggest that one year before an employee is due to retire his service records and other documents should be checked up to see that they are complete in all respects before he retires. Similarly, all concerned should be informed in advance to finalise and intimate in time commercial and other debits so that for want thereof the Provident Fund claims are not kept pending. The Committee feel sure that if earnest and concerted efforts are made by the various administrative wings of the Railway it should be possible to pay Provident Fund dues within six months of the retirement of an employee. The Committee hope that the Railway Board and the Railway would take special interest in this matter of staff welfare.

The Committee would suggest that the Ministry of Railways should keep a closer watch over the disposal of pension and provident fund cases. They would also suggest that detailed reasons because of which payments are held up for more than six months should be investigated in each case and responsibility for delay fixed. If deterrent action is taken against the persons who are held responsible for causing avoidable delay, it would have the wholesome effect of ensuring expeditious disposal of provident fund and pension cases.

CHAPTER VIII

CONCLUSION

130. North Eastern Railway largely consists of a system which was built up in the Company days. It has some inherent limitations, such as too many branch lines of comparatively smaller length, too many shunting and van trains, very large number of transhipment points and track conditions which are far from ideal. The peculiarities in the lay out of this Railway hinder the smooth flow of traffic and are partly responsible for the low utilisation of engines, slow speed of goods trains, etc. *The Committee feel that some steps should be taken to remove these inherent limitations of this Zonal Railway and then we may expect a parity of efficiency with other Railways.*

The Committee are, however, glad to note that continuous efforts have been made by the Ministry of Railways and the Railway, specially since its bifurcation into two Zones in January, 1958, to bring down the operating ratio and reduce the losses. The Committee have already commented in para 8 on the recent tendency for the expenditure to rise again. *The Committee consider that with a vigorous drive for carrying goods, introduction of additional passenger trains and shuttles where justified, improved services and amenities, elimination of delays enroute and prevention of claims, and in general by effecting economy in staff and operating costs, it should be possible for the Railway to maintain consistent improvement and join the ranks of other Zonal Railways who have been making significant contribution to the Exchequer for planned development.*

ARUN CHANDRA GUHA,

Chairman,

Estimates Committee.

NEW DELHI;

The 18th February, 1965.

Magha 29, 1886 (Saka).

APPENDIX I

(*Vide* Para 32)

Tons Carried and Earnings by Principal Commodities

North Eastern Railway

(Figures in thousands)

S. No.	Commodity	1962-63		1963-64	
		Tons carried	Earnings	Tons carried	Earnings
1	2	3	4	5	6
1	Coal and coke for the public (including non-Govt. Railways) . .	912	67,95	984	74,51
2	Grains	13,23	1,46,26	13,93	1,60,51
3	Oil-seeds	1,12	11,49	1,40	13,92
4	Cotton, raw	7	1,92	10	2,67
5	Cotton—manufactured . . .	61	24,96	54	22,86
6	Marble and Stone . . .	5,07	47,53	7,04	71,72
7	Salt	3,33	68,15	3,51	70,94
8	Manganese Ore	..	..	..	..
9	Iron Ore	1	8	..	3
10	Other Ores	2	21	3	28
11	Oil, Fuel	39	5,65	58	8,45
12	Oil, Kerosine	1,44	16,09	1,46	17,63
13	Petrol (oil)	60	13,31	69	15,37
14	Other Mineral Oils . . .	71	12,29	57	11,49
15	Sugar	8,55	1,34,07	6,97	1,12,41
16	Cement	4,43	40,47	4,71	45,45
17	Cement manufactured . . .	18	2,07	15	1,84
18	Iron and Steel, wrought . .	1,96	36,31	2,74	53,98
19	Wood wrought	4,32	59,45	4,23	61,69
20	Jute Raw	1,70	34,75	1,60	34,10
21	Vegetable Oil	41	15,78	44	16,57
22	Fresh fruits	1,07	17,73	88	15,13
23	Other commodities . . .	41,56	4,70,78	38,56	5,02,78
24	Total Revenue Earnings traffic .	99,90	12,27,30	99,97	13,14,33

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APPENDIX II

(*Vide* Para 58)

Number of wagons transhipped, number of wagons utilised and average detention (in hours)

At Garhara B.G.&. M.G.

		Number of B.G. Wagons transhipped	Number of M.G. wagons utilised	AVERAGE DETENTION								
				Detention from arrival to placement (hours)	Placement to commencement of work (hours)	Commencement of work to release (hours)	Release to withdrawal (hours)	Withdrawal to replacement for back loading (hours)	From replacement to commencement of back loading (hours)	From commencement to completion of back loading (hours)	From completion of back loading (or release in case of empties) to despatch (hours)	Over all detention from arrival to despatch (hours)
Target		..	...	20·0	4·0	5·0	2·0	6·0	4·0	4·2	15·0	61·0
April	1963	7,888	12,205	39·8	5·2	5·8	1·9	5·2	4·4	4·3	19·3	80·6
May	,,	6,270	10,524	50·5	13·1	6·6	2·7	11·8	5·8	5·0	16·5	96·4
June	,,	6,656	10,872	38·4	6·9	6·2	1·9	8·1	5·4	4·8	23·8	84·1
July	,,	6,662	12,025	34·9	7·1	6·1	2·2	7·9	4·6	4·7	20·9	75·6
August	,,	7,218	12,846	32·0	4·8	5·2	2·3	7·1	4·4	4·5	20·3	69·3
September	,,	7,700	12,880	31·1	3·8	4·5	2·2	10·9	4·5	4·8	19·2	47·2
October	,,	7,129	12,147	33·1	3·1	4·2	1·6	8·3	2·8	3·4	20·2	66·5

November	,,	7,139	11,415	31·8	3·7	4·6	1·8	12·1	3·4	4·2	20·1	68·8
December	,,	7,878	12,280	35·2	4·9	5·3	2·1	9·4	3·9	4·8	19·8	70·0
January	1964	7,427	11,322	45·3	5·7	5·5	2·4	11·2	4·5	4·6	20·1	80·2
February	,,	8,177	12,970	50·3	5·9	6·3	2·1	10·9	4·7	4·5	19·7	78·2
March	,,	8,588	14,071	33·1	5·0	5·5	1·9	9·8	4·9	4·5	19·2	67·4
April	,,	9,646	15,744	33·5	4·6	5·5	1·8	12·1	5·8	4·8	19·9	70·5
May	,,	7,645	14,886	35·8	4·6	5·6	2·2	12·4	5·2	4·9	21·5	81·0
June	,,	8,217	13,040	27·6	5·2	4·8	1·4	7·8	4·9	4·5	22·8	84·1
July	,,	8,042	19,638	42·0	10·8	5·3	1·7	13·1	6·3	5·5	25·0	89·9
August	,,	8,883	15,387	52·9	9·4	6·7	1·7	14·6	6·8	5·6	25·9	93·1
September	,,	9,118	14,428	43·5	4·7	4·6	1·7	9·0	5·4	4·5	24·6	74·3
October	,,	10,178	16,859	33·0	4·3	4·7	1·9	11·0	4·7	5·0	24·5	75·3
November	,,	7,814	15,124	50·0	6·4	5·2	2·4	13·8	6·1	5·2	25·2	97·6

APPENDIX III

(*Vide* Para 58)

Number of wagons transhipped, number of wagons utilised and average detention (in hours)

At Garhara M.G. & B.G.

		Number of M.G. Wagons transhipped	Number of B.G. wagons utilised	AVERAGE DETENTION								
				Detention from arrival to placement (hours)	Placement to commencement of work (hours)	Commencement of work to release (hours)	Release to withdrawal (hours)	Withdrawal to to replacement for back loading (hours)	From replacement to commencement of back loading (hours)	From commencement to completion of back loading (hours)	From completion of back loading (or release in case of empties) to despatch (hours)	Over all detention from arrival to despatch (hours)
Target		..	..	16·0	0·5	3·0	1·00	2·0	0·5	4·5	20·0	59·0
April	1963	5,247	4,956	2·0	1·10	4·45	1·27	2·31	1·14	4·94	7·0	24·30
May	,,	4,838	4,582	2·21	1·84	4·87	1·64	2·43	1·53	5·0	6·61	26·13
June	,,	4,864	4,529	2·04	2·11	4·80	1·82	2·84	2·28	5·01	6·14	27·04
July	,,	5,000	4,706	1·87	2·27	4·29	2·08	2·45	2·53	4·82	5·09	25·49
August	,,	5,187	4,886	1·92	1·84	4·24	1·93	2·43	2·42	4·95	5·43	25·16
September	,,	6,532	5,792	1·81	1·58	3·87	1·81	2·46	1·88	4·68	5·11	25·16
October	,,	7,217	6,127	1.77	1·38	3·73	1·95	2·64	1·61	4·49	4·85	22·1

November	„	7,055	6,307	1·46	1·46	3·58	2·10	3·04	1·90	4·30	4·84	18·34
December	„	7,277	6,604	1·12	1·21	3·24	2·05	3·15	1·27	3·57	4·45	20·49
January	1964	7,351	6,474	1·44	1·23	3·13	2·15	3·11	1·14	3·70	4·67	17·00
February	„	6,666	5,757	1·0	1·26	3·16	2·77	4·14	2·15	4·14	4·83	16·76
March	„	6,702	5,558	1·0	1·56	3·34	3·50	6·10	1·99	4·20	5·18	17·00
April	„	6,406	5,601	1·0	1·57	3·28	4·03	6·91	2·06	4·26	5·23	17·33
May	„	6,653	5,366	1·0	1·62	3·46	4·11	6·26	1·54	4·16	4·86	17·05
June	„	6,049	5,051	1·0	1·22	3·59	4·30	6·38	1·40	4·25	4·70	16·90
July	„	6,355	5,464	1·0	1·35	3·69	3·58	5·34	1·39	4·30	4·95	16·86
August	„	5,950	5,229	1·0	1·49	4·11	4·02	6·18	1·42	4·59	4·72	16·56
September	„	6,017	6,061	1·0	1·55	3·59	3·42	6·25	1·49	4·29	4·77	18·14
October	„	5,594	5,616	1·0	1·58	3·38	3·50	6·36	1·58	4·30	4·80	16·13
November	„	5,223	5,098	1·0	1·45	3·77	3·36	5·54	1·32	4·49	4·84	47·0

APPENDIX IV

(*Vide* Para 98)

Statement showing actual traffic handled and amount paid in respect of stations where station masters are doing handling work on the North Eastern Raliway

S. No.	Stations	1962-63 Traffic handled		1963-64 Traffic handled		1964-65 Traffic handled	
		Qntls.	Rs.	Qntls.	Rs.	Qntls.	Rs.
1	Aurahi	Nil	Nil	Nil	Nil	Nil (upto Sept '64)	Nil
2	Banmankhi . . .	50230	755·51	47140	708·86	20248 (upto Oct '64)	313·72
3	Barhara Kothi . . .	15444	239·81	10670	158·94	4718 (upto Sept '64)	72·69
4	Behariganj . . .	28164	433·18	Nil	Nil	Nil (upto Sept '64)	Nil
5	Jankinagar . . .	4079	62·06	3458	52·66	183 (upto Apr '64)	2·80
6	Krityanandnagar . .	Nil	Nil	Nil	Nil	Nil (upto Aug '64)	Nil
7	Murliganj . . .	38274	588·42	25583	394·27	Nil (upto Apr '64)	Nil
8	Purnea Court . . .	13576	204·50	8849	134·84	2544 (upto Aug '64)	40·46
9	Raghubansnagar . .	Nil	Nil	464	7·02	781 (upto Aug '64)	11·80
10	Sarsi	Nil	Nil	Nil	Nil	Nil (upto Sept. '64)	Nil

APPENDIX V

Statement showing the summary of Conclusions/Recommendations of the Estimates Committee contained in the Report

Serial No.	Reference to para No. in the Report	Summary of Conclusions/Recommendations
1	2	3
1	2	The Committee would like the Railway Board to examine whether it can be economical to maintain Broad Gauge establishments and rolling stock etc. for only 52·47 Kilometres.
2	3	The Committee note that while the operating-cum-efficiency index of the North Eastern Railway had declined in 1958-59 immediately following the bifurcation, there has been sustained improvement since then. The Committee are glad particularly to note that the improvement in overall operating-cum-efficiency index in 1963-64 has been of the order of 5 ·6%. They hope that this rate of improvement would be maintained till the Railway is able not only to meet all its working expenses but also to pay its share of contribution to the General Revenues.
3	4	The Committee note that the total working expenses continued to exceed the gross traffic receipts till 1961-62 and that only in one year (1963-64) the net railway revenue registered a positive figure of ·96 crores.
4	8	(i) The Committee note that the operating ratio, indicating the percentage of total working expenses to gross earnings, which stood at 142·6 in 1959-60 has been progressively brought down to 93·87 in 1963-64. They are, however, concerned to note that the operating ratio is expected to rise to 99·4 in 1964-65. The Committee would like to draw attention to the study made by the Efficiency Bureau of the ordinary working expenses of the North Eastern Railway and suggest that sustained efforts should be made to control the expenditure so as to appreciably reduce the losses and arrest the rise in operating ratio. (ii) The Committee note that the last study of the working expenses of the North Eastern Railways was made by the Efficiency Bureau nearly four years ago. They would suggest that a fresh study may be made by the Efficiency Bureau so that

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		effective action can be taken to improve efficiency and effect economy.
5	8	The Committee feel that effective measures should be taken to reduce expenditure on North Eastern Railway by economising in staff, effecting reduction in cost of standard repairs to locomotives and carriages, cutting down losses in running ferry services etc. and by positive measures designed to attract more traffic particularly for sugarcane, sugar and jute. They also feel that there is scope for improving the utilisation of engines increasing the speed of goods trains, reducing detention to wagons in marshalling/ transhipment yards etc. thereby improving efficiency and effecting economy in operations.
6	11	The Committee are constrained to note that the net losses on running of ferry services on the North Eastern Railway continued to be very high despite the closure of the ferry service at Mokameh on the opening of the Rajendra Pul, in 1959. They feel that there is scope for reducing the number of steamers and vessels on the North Eastern Railway and for bringing down the staff strength. Now that all the outstanding repairs to the crafts have been carried out, they would like to see a substantial reduction effected in the cost of repair and maintenance of the flotilla.
7	11	The Committee feel that concerted efforts are called for to effect reduction in coal consumption on ferry services on the North Eastern Railway.
8	11	(i) The Committee view with concern the increase in the losses on the running of ferry services on the North Eastern Railway from Rs. 46·90 lakhs in 1962-63 to Rs. 53·93 lakhs in 1963-64. They would like the Ministry of Railways to urgently look into the matter and devise measures to check the rise in losses in running the ferry services. They feel that it may be worthwhile to constitute an expert committee to go into the matter and suggest measures for reducing the losses.
		(ii) The Committee note with regret that the net loss on running the ferry services on the North Eastern Railway has been more than Rs. 50 lakhs during each of the last six years; and it is apprehended that the ferry services will continue to incure loss. It is also recognised that ferry services are causing delay in transit and great inconvenience to passengers. The Committee would suggest that the economics of having bridges across the two points (Mahendru

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		Ghat—Paleza Ghat and Barari Ghat— Mahadeopur Ghat) may be examined.
9	13	The Committee feel that greater vigilance should have been exercised in sanctioning increased staff on the North Eastern Railway in 1963-64, particularly for Signals Department.
10	17	The Committee cannot help concluding that the Railways have not given any serious consideration to the Report of the Efficiency Bureau on the staff strength of the Signals and Telecommunication Department of the North Eastern Railway, and that in spite of the remarks and recommendations of the Efficiency Bureau, due care has not been exercised in sanctioning additional staff for that Department of the North Eastern Railway. They would like the Financial Adviser of the North Eastern Railway to exercise a special check in this behalf and to see that no additional posts for Signals and Telecommunication Department are sanctioned unless he has satisfied himself that all avenues of rational and economic utilisation of existing staff have been explored. The Committee agree with the Efficiency Bureau that while advanced forms of signalling may be necessary to meet the increasing demands of line capacity combined with safety, facilities to be provided should match the needs of transportation and, the Committee would add, should not be extravagant or greatly in excess of requirement.
11	24	The Committee find that the hours worked per day per engine available for use on the North Eastern Railway increased from 10.3 in 1961-62 to 10.5 in 1962-63 but again fell to 10.4 in 1963-64. Engine utilisation on this Railway continues to be the lowest as compared to other Metre Gauge Railways. The Committee would stress the need for taking concerted measures to improve engine utilisation.
12	24	Since larger number of branch lines and their shorter average length are stated to be mainly responsible for the low utilisation of engines on the North Eastern Railway, the Committee would suggest that the Railways may consider the feasibility of extending some of the branch lines and of inter-connecting them, keeping in view the traffic requirements of the areas served and the availability of funds.

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13	25	The Committee note that there has been slight improvement in the speed of goods trains on the North Eastern Railway in 1963-64—the speed of through goods trains being 15·0 kilometres and of all goods trains being 11·1 kilometres. The Committee, however, feel that there is scope for improving the performance specially in view of the planned programme of replacement of old engines, rehabilitation of track, modernisation of signal and telecommunication facilities, development of line capacity etc.
14	27	The Committee would like the Railway Board to ensure that the North Eastern Railway are given their full quota of new locomotives in replacement of the overaged ones and that the percentage of overaged stock is reduced to the extent feasible.
15	30	The Committee are glad to note the relaxations which have lately been made in Rationalisation Scheme on the North Eastern Railway and they hope that it would help the Railway to attract the much needed increase in goods traffic.
16	31	The Committee understand that on account of the Rationalisation Scheme of movement on the North Eastern Railway, consignments to certain directions from some points are allowed to be moved only *via* longer and dearer routes to suit the operational convenience of the Railway with the result that the users have to pay more than the freight charged for the shorter route. The Committee have been informed that the Railways are reviewing the whole thing to reduce the difficulties of the consumers. The Committee would stress that the matter should be examined early and necessary relief afforded as far as practicable.
17	34	The Committee are concerned to note the inadequacy of the measures taken by the North Eastern Railway to attract sugarcane traffic and the consistent fall in sugarcane traffic on that Railway. The Committee would stress that all efforts should be made by the Railway to arrest this decline by offering better facilities and service for transport of sugarcane.

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18	35	The Committee note that the covered wagons supplied by the North Eastern Railway for movement of sugarcane, as compared to indents, were short by 1,767 in 1962-63 and 3,225 in 1963-64. The Committee understand that covered wagons are asked for by the factories for despatch of sugarcane when it has to travel over a comparatively longer distance or where it is apt to suffer detention in yards like Mansi which are notorious for pilferage. The Committee feel that either the Railways should make efforts to supply wagons of the type required by the sugar factories or tighten up security measures *en route* so that safety of cane may be ensured and the necessity of covered wagons may be obviated.
19	36	The Committee consider that in the face of the persistant complaints from the sugar interests about pilferage of sugarcane at Mansi, the Railway authorities should have effectively tightened security measures in that yard. The detention of wagons in Mansi yard should also be reduced to the minimum. The Committee have no doubt that the sugar mills will fully cooperate with the Railways in agreeing to receive the wagons in the earlier hours of the day if this would reduce the detention of wagons at Mansi. Incidentally, the elimination of pilferage in Mansi yard would also reduce the demand for covered wagons, for movement of sugarcane, which the North Eastern Railway find at present difficult to meet.
20	37	The Committee are surprised that the Railways have taken an inordinately long period of nearly three years to rectify incorrect markings an the 110 K.C. type molasses tank wagons, which had come to notice in February, 1962. They consider that the mistakes in marking should have been rectified within a short period of their coming to notice. The Committee would suggest that the Railways should tighten up the checking arrangements in the Workshops so that errors of this nature do not recur.
21	38	While the Committee appreciate the punctual running of sugarcane shuttles on the North Eastern Railways they feel that there is room for closer coordination between the station authorities and the

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		sugar factories to obviate complaints of piling up of empties and loaded cane wagons at stations and their placement at the mills' sidings for clearance in bunches.
22	39	As the Railways are looking for traffic, the Committee would suggest that the North Eastern Railway authorities may on their own review the facilities and conditions of maintenance of the loaded ramps for sugarcane so that the apprehensions expressed by sugar factories about their adequacy are removed.
23	40	The Committee are glad to note the relaxation made by the Railways in respect of wagon registration fee for assisted/private sidings, but feel that there is a case for reconsideration of the rule of forfeiture of registration fee where the registration has to be cancelled by a sugar mill for want of supply of wagon by the Railways within the validity period of the permit for release of sugar granted to the mill by the Government.
24	41	The Committee consider that the percentage of rejected wagons supplied by the North Eastern Railway for loading of sugar during the calendar year 1963 is rather high and that the system of pre-examination of wagons for supply to sugar factories should have been introduced much earlier to obviate complaints. They would suggest that the system of pre-examination may be extended, as far as practicable, to the supply of wagons required for loading of commodities which are highly susceptible to 'wet'.
25	42	The Committee feel that the Railways should tighten up measures particularly at transhipment points, to ensure that thoroughly cleaned wagons are supplied for loading of sugar bags, specially those meant for export.
26	43	The Committee feel that the complaint made by the trade to the effect that although jute crops become available for movement by beginning of August, the Railways have sometimes failed to move jute crops up to June of the next year, is

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		not substantiated. Nevertheless, they would like to point out that the total tons of jute carried in 1963-64 has come down as compared to 1962-63. Now that the wagon position on the North Eastern Railway has greatly eased, the Committee would suggest that efforts should be made to attract more jute traffic to the Railways.
27	45	The Committee are glad to know that systematic efforts have been made by the Railway to speed up movement of perishable traffic. They, however, feel that the time taken for perishables to move to Calcutta (3 days) and potatoes to Assam side (10 days) should be reduced. They would also stress that special care should be taken to cut down the delay in transit, ensure proper loading at junction points and sealing of vans so that the goods reach the destinations not only speedily but also safely.
28	46	The Committee cannot too strongly emphasise the need for closer coordination between the Petroleum industries/Ministry of Chemicals and Petroleum and the Zonal Railways/Ministry of Railways in estimating and planning correctly for the movement of Petroleum products.
29	46	The Committee note that the 300 tank wagons rendered surplus on the Northeast Frontier Railway as a result of the commissioning of the Gauhati Siliguri products pipeline in November, 1964 have since been transferred to the North Eastern Railway and based at Barauni. They also note that there is a proposal to utilise these Metre Gauge tank wagons for carrying petroleum products from Barauni to Shakurbasti through an all Metre Gauge route, but since the cost of the longer Metre Gauge route would be higher as compared to the Broad Gauge route, the question of sharing the additional freight is under the consideration of the Railways and the Indian Oil Corporation Limited. The Committee hope that a workable solution for the utilisation of 300 suplus tank wagons would be found at an early date.
30	47	The Committee are concerned to note that there has been a large number of derailments in the North

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		Eastern Railway and that after some comparative improvement in 1962-63 (147 derailments in 1962-63 as against 289 in 1958-59) the number of derailments in 1963-64 has again risen to 161.
		The Committee are, however, informed that the Ministry of Railways are taking concerted measures to bring down the incidence of derailments and to effect improvement.
		The Committee would stress that every effort should be made through audio-visual apparatus, refresher courses, intensive training, publicity campaigns, safety seminars, award of prizes, etc. to make the staff safety conscious. These measures are all the more necessary as this Railway has inherited a large number of staff recruited during the Company days. They also hope that the Report of the high powered committee consisting of the Chief Operating Superintendent North Eastern Railway Chief Mechanical Engineer, Northeast Frontier Railway and the Director, Research, Designs and Standards Organisation would be expedited and concerted measures taken in implementation of the recommendations to reduce the incidence of accidents.
31	49	The Committee find that the proposed outlay for the Third Plan has been variously indicated by the General Manager, North Eastern Railway in the Annual Reports of the Railway. It is shown as Rs. 69,96 lakhs in the Annual Report for 1962-63 and Rs. 73,86 lakhs in the Annual Report for 1963-64.
		The Committee have been informed that the Plan figures contained in the Annual Reports indicate the amounts which had been asked for by the North Eastern Railway and not the amounts actually sanctioned by the Ministry of Railways.
		The Committee could suggest that the Ministry of Railways may issue clear instructions on the subject so that uniform principles are followed by the General Managers in indicating the Plan outlay in the Annual Reports of the respective Zonal Railways.

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32	50	The Committee are not happy about the heavy shortfall in the execution of bridge works on the North Eastern Railway in as much as only 275 bridges were physically completed against the programme of 610 during the Second Five Year Plan. The Committee note that due to failure to implement the programmes of the Second Plan, a more modest programme has been taken up in the Third Plan The Committee feel that such failures may lead to lack of proper railway facilities being created. They, however, note that the progress during the current plan period has been fairly rapid and that work on 393 bridges, out of the 450 bridges, including those brought forward from the Second Plan, has been completed.
33	50	The Committee would like to emphasise that the regirdering of the Elgin Bridge on the North Eastern Railway which was orignally programmed for 1957-58, should be completed as early as possible within the Third Plan period.
34	50	The Committee are not happy about the delay in the remodelling of the Gorakhpur marshalling yard which was orignally included in the works programme for 1956-57 and 1957-58, but was subsequently spread over a large number of years on the ground that the scope for remodelling had to be increased to handle larger volume of traffic. The Committee feel that in an important yard like Gorakhpur, which incidentally is also the headquarters of the North Eastern Railway, work should have been carried out with speed.
35	50	The Committee are unhappy about the delay in remodelling of Kasganj yard due to delay in the acquisition of the requisite land. They consider that since the current requirements of Kasganj yard estimated by the Railways (450 wagons) are far larger than the existing working capacity of 282 wagons, there is urgent need to speed up the remodelling of the yardand for that purpose early and effective measures should be taken for the acquisition of land. They would suggest that the railway authorities should approach the State Government for necessary assistance in acquiring the land on a priority basis.
36	50	The Committee would suggest that the remodelling plan for Samastipur yard should

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		be finalised at an early date and that the work of Laherai Sarai should also be completed within the Plan period.
37	50	The Committee feel distressed that the passenger amenities works programmed in the last two years of the First and Second Plans were carried forward and completed in the next Plan period. In view of the admitted need for augmenting the passenger amenities, every effort should be made by the Railways to utilise in full the Plan allocations for passenger amenities.
38	51—53	The Committee note that while the average number of Broad Gauge wagons transhipped daily at Manduadih has gradually risen to 15.39 in 1964, it is still considerably less than the target of 200 wagons fixed by the Railway Board. The Committee also note that the average number of Metre Gauge wagons transhipped at Manduadih has come down from 89.3 in 1962 to 57.6 in 1964.
		The Committee suggest that the proposal for providing a gravity transhipment yard near the Metre Gauge Loco Shed at Manduadih to meet the anticipated increase in coal and general goods traffic should be finalised at an early date.
		They need hardly emphasise that close liaison should be maintained between the North Eastern Railway, Northern Railway and the Deputy Director, Rail Movements, Mughalsarai in order to increase the number of transhipped wagons to 200 (B.G.), the target fixed by the Ministry of Railways.
39	57	The Committee are glad to note the energetic steps which have been taken by the Railways to improve the performance at Garhara to keep pace with the increasing requirements of the are served by this transhipment point. They would suggest that the provision of additional sheds and road mobile cranes should be expedited so that handling of consignments is facilitated.
40	58	The Committee would stress the need for taking effective action to reduce the average detention to goods stock (Broad Gauge and Metre Gauge) at Garhara transhipment point.

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41	60	The Committee note that the existing facilities in the Metre Gauge yard at Barabanki are required to be remodelled to deal with the higher level of terminating as well as through traffic by providing additional reception and marshalling lines in the yard, at an estimated cost of Rs. 30·24 lakhs. As the provision of these additional facilities at Barabanki is of vital importance from the point of view of elimination of restrictions on the booking of traffic *via.*, Barabanki from Broad Gauge stations to stations falling within the Barabanki zone the Committee would stress the desirability of completing the requisite works within the Third Plan period.
42	61	The Committee have been informed that there are three main transhipment points on the North Eastern Railway *viz.*, Garhara, Manduadih and Bareilly, where covered accommodation has not yet been provided. The Committee would suggest that the question of providing covered accommodation at these important transhipment points may be examined with reference to the nature of commodities which are required to be transhipped.
43	63	The Committee would stress that the remodelling of Mailani and Muzaffarpur Yards should be completed at an early date so that they can cope not only with the requirements but there is also sufficient margin for meeting any unforeseen increase.
44	63	The Committee would like to point out that at Manduadih and Aishbagh marshalling yards the working capacity is just equal to the requirement. The Committee would suggest that the question of increasing the working capacities of these two important yards should be urgently examined and necessary action taken to increase the capacity.
45	66	The Committee would suggest that the North Eastern Railway should take measures to eliminate causes like non-availability of power, putting back of trains etc., which increase the detention to wagons in Gorakhpur Yard so that the performance there conforms not only to the target fixed but excels it.

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46	67	The Committee find that the high percentage of 98·8% for punctual start of goods trains from Gorakhpur Yard, which was attained in April, 1964, has not been maintained in subsequent months and fell to 96·1% in September, 1964. The Committee would stress that all possible measures should be taken, including rigid watch on the availability of crew and power and crossings, to ensure that the goods trains leave to time from Gorakhpur.
47	69	The Committee hope that the increase in capacity expected on Gorakhpur-Chupra Section of the North Eastern Railway as a result of installation of the centralised traffic control on that section would be put to effective use by introducing additional passenger trains to relieve overcrowding and for speedier clearance of goods.
48	69	The Committee would like to stress that a careful watch should be kept to ensure that the economy envisaged by reduction in operating staff on introduction of Centralised Traffic Control on the Gorakhpur-Chupra Section of the North Eastern Railway is actually realised.
49	69	The Committee would suggest that an evaluation of the benefits expected to accrue from the Centralised Traffic Control (being installed on the Gorakhpur-Chupra Section of the North Eastern Railway) *vis-a-vis* its recurring and non-recurring cost should be made by an expert committee before extending it on Railways.
50	70	The Committee have been informed that there are still 30 stations on the North Eastern Railway where full basic amenities are yet to be provided. They note that the Railways expect to provide full basic amenities on all these stations during the financial year 1964-65. The Committee need not emphasise that the target date should be adhered to.
51	71	The Committee understand that the last comprehensive review regarding the standard of amenities to be provided in III Class waiting halls and waiting rooms, etc. was made nearly 10 years ago. The Committee would suggest that committee may be constituted to review the standard of basic amenities to be

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		provided at stations particularly for III Class passengers.
52	72	The Committee have been informed that the Railways had appointed a departmental committee to go into the question of amenities for III Class passengers in steamers and at ghats, which has recently submitted its report. The Committee hope that early action would be taken by the Railways to improve the standard of amenities on the ghats and in steamers on the North Eastern Railway in the light of recommendations made by the departmental committee.
53	73	As there is a feeling that the provision of a high margin of time between the terminal station and the next earlier station is only one of the statistical methods to show improved efficiency in the eyes of the public, the Committee would stress that a stricter watch should be kept on the arrival of trains at intermediate stations so that the trains shown as right time in the punctuality chart arrive in time not only at the terminal station but also at important intermediate stations *en route*.
54	76	The Committee are glad to note that the Railways have introduced as many as 26 new passenger trains during the current year on the North Eastern Railway to relieve overcrowding on that Railway. It remains, however, to be seen to what extent these prove adequate to meet the requirements. The Committee have no doubt that now that the goods traffic position has greatly eased the Railways would pay close attention to the need for relieving overcrowding by introducing necessary new services and opening seasonal services as required.
55	78	The Committee cannot help feeling that if all the remedies which are put down on paper are in effect enforced, there should before long be an elimination of all suspicion of malpractices in the matter of reservation of seats. It is clearly in the Railways' own interest to spare no effort to make the reservation service efficient and free from all suspicion.

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56	81	The Committee note that as a result of various measures taken, such as procurement of raw materials in bulk, tightening up of schedules of ingredients, economy in fuel, staff, etc., the losses on the working of departmental catering on the North Eastern Railway have been eliminated and a profit of Rs. 94,000 has been made in 1963-64. The Committee would, however, like to emphasise that the aim of departmental catering should be to run it at a 'no profit no loss' basis. Now that the Railways have made some profit, concentrated attention should be paid to the task of improving the quality and efficiency of service so that the passengers may get wholesome food at reasonable prices.
57	81	The Committee are glad to learn that a catering school has recently been started by the North Eastern Railway at Gorakhpur to impart training to departmental cooks, bearers and other catering staff. They would like that apart from giving training to new recruits, refresher courses should be held, particularly for cooks, so that they are kept abreast of the advances made in catering. The Committee would also suggest that the catering staff of private vendors should also be imparted refresher training in the Catering School at suitable intervals.
58	82	The Committee understand that a Conference of all the Catering contractors on the North Eastern Railway was held at Gorakhpur about 4 months back to discuss their difficulties and elicit suggestions. The contractors were also given practical demonstrations in cleaning of utensils. In view of the wide-spread feeling amongst the travelling public that the standard of catering is still far from satisfactory, the Committee would stress the need for maintaining strict inspection and provision of adequate guidance to ensure that the vendors maintain satisfactory standards.
59	83	The Committee regret to learn that no record is kept by the North Eastern Railway to indicate the number of cases where action had been taken against vendors for unsatisfactory cleaning of

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		utensils. They would suggest that the Inspectors of catering establishments on the Railway should make a special point of checking the arrangements for cleaning utensils with detergent and boiling water and observance of hygienic conditions. A close watch should be kept both by the District authorities and Headquarters to see that corrective action is taken in all cases and that the vendors are not allowed to slip back to unhygienic ways.
60	84	The Committee note that a Milk Bar has been functioning at Pilibhit station on the North EasternRailway. As the need for dairy development comes to be better recognised and more modern dairies are established in the country, the Committee would suggest that Railways should try to increase the number of modern Milk Bars at Railway Stations. The Committee would also stress the need for ensuring that wholesome milk is supplied at these Milk Bars in the interest of health of the travelling public.
61	92	The Committee are concerned to note that the percentage of claims paid on account of pilferage on the North Eastern Railway increased from 66% in 1962-63 to 68% in 1963-64. This obviously indicates the need for tightening up further the security measures with a view to reduce the claims. The Committee would, in particular, stress the need for taking concerted measures to check pilferage of costly commodities like piece goods for which the amount paid as compensation claim has risen perceptibly from Rs. 6·52 lakhs in 1962-63 to Rs. 10·30 lakhs in 1963-64. The Committee would also like to draw special attentionto the High percentage of claims on the North Eastern Railway arising out of non-receipt of complete packages or consignments and delay in transit, They note that the percentage of claims paid on account of 'loss of complete packages or consignments' rose from 18.48% in 1961-62 to 21.03% in 1963-64. The Committee have an impression that the Railways have not taken adequate steps after the Report of the Railway Corruption Enquiry Committee (1953-55) to eliminate either negligence or collusion on the part of Railway staff, which is obvious from the rise in claim on account of 'non-receipt of complete packages or consignments'. The committee would like the Railways to fix responsibility for the loss of goods and to take appropriate steps against the staff responsible for the losses

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62	93	The Committee note that the percentage of claims paid by the North Eastern Railway on account of 'delay in transit' rose from 1·83% in 1961-62 to 2·57% in 1962-63 but has come down in 1963-64 to 1·86 %. They feel that for a Railway like the North Eastern, which has a number of important transhipment points, it is of the utmost importance that goods are not only transhipped promptly but are also handled safely and carefully. If these two steps are strictly ensured the Committee feel sure that the Railway would be able to effect substantial reduction in claims compensation arising out of delay in transit or loss of packages or consignments in transit. The Committee would stres s that the performance in this behalf should be closely watched by the Railway authorities at the highest level to ensure that no slackness creeps in.
63	94	While the Committee are glad to note that the average time taken by the North Eastern Railway in disposal of claims cases has been appreciably reduced during 1964-65 (the average from April to October 1964 being 39 days as against the average of 54 days for the years 1962-63 and 1963-64), they consider that a sustained drive is necessary to maintain this tempo. They would also stress the need for judicious disposal of claims cases so as to avoid litigation on the one side and payment of inflated amounts on the other.
64	97	The Committee understand that in order to prevent ticketless travelling, the Railways are considering the introduction of a pilot scheme on all Indian Railways for conducting regular checks over sections which are notorious for ticketless travelling. Under this scheme, there would be one Travelling Ticket Examiner for each III Class coach, assisted by one Railway Protection Force Sainik. The Committee would suggest that the feasibility of introducing the pilot scheme on a selective basis may be gone into urgently. They would also suggest that as the last comprehensive census of ticketless travelling was taken nearly five years ago, it is time that a fresh census was undertaken without further delay. They need hardly stressed that in the light of the census, measures against ticketless travelling should be intensified on sections where the incidence is found to be high. The Railways should enlist the co-operation of the State Government

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		concerned, the educational institutions and non-official Organisations, specially transport users' associations, to combat the evil of ticketless travelling. They would also suggest that the Central and State Publicity organisations should be used to bring home to the public the anti-social nature of ticketless travelling which deprives a national undertaking of its rightful earnings.
65	98	The Committee feel that the existing practice of having station masters as contractors for loading and unloading of goods on some stations of the North Eastern Railway is at best an expedient to get over difficulty of handling of goods at small stations. They have, no doubt, that if the traffic handled at these stations increases the Railway would consider having either departmental or contractor labour at these stations.
66	99	The Study Group of the Estimates Committee which visited some sections of the North Eastern Railway in July, 1964, noticed that on some stations the advertisements displayed in neon light tended to overshadow the display of the name of the station. The Committee would suggest that the name boards of railway stations should be displayed prominently and well lighted so that the travelling passengers may have no difficulty in finding their whereabouts. The advertisements which bring in revenue should be judiciously positioned, keeping in view the overall public interest.
67	101	The Committee have been informed that the Ministry of Railways have decided as a matter of policy that while periodical overhaul of locomotives should be done in the Workshops, intermediate overhaul should be done in selected loco sheds, so that the repairs could be attended to close to the home shed and the engine made available for traffic as quickly as possible. This principle would be gradually applied on the North Eastern Railway and capacity developed for giving intermediate overhaul at selected loco sheds.
		The Committee need hardly stress that adequate capacity should be developed in time in the selected loco sheds so that the intermediate overhaul of locomotives does not suffer.

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68	102	The Committee are concerned to note that the All Railway (Metre Gauge) average cost per standard unit of repair to locomotives has risen from Rs. 28,100 in 1961-62 to Rs. 33,351 in 1962-63 and Rs. 34,156 in 1963-64. The Committee would like the Ministry of Railways to go into the reasons for this marked increase in the average cost and take remedial measures to bring it down.
69	104	The Committee are not happy at the slow and halting progress made so far in extending the incentive system of working to Izatnagar Workshop and would stress that more expeditious action should be taken in this behalf as it has a direct bearing on productivity and cost of unit standard repair.
70	108	The Committee would stress that the remaining 951 men in the Gorakhpur Workshop should by covered by the incentive scheme of working be March, 1965 and that efforts to extend the incentive scheme to the Samastipur Workshop should be intensified. They would also stress that the difficulties of materials which are hampering the introduction of the incentive scheme should be removed on priority basis.
71	111	The Committee have been informed that one of the reasons for higher cost of repairs to coaching vehicles in the Gorakhpur Workshop is the fact that the interval between workshop overhauls to coaching vehicles (other than main line Mail and Express Rake Coaches) on the North Eastern Railway is on an average six months more than on most other Railways. The Committee are not convinced with this reason as they find that the interval between the shop overhaul of main line Mail and Express rake coaches on the North Eastern Railway is 9 months, which is exactly the same as laid down in the standard schedule. There is, therefore, no reason why the cost of periodical overhaul to Mail and Express rake coaches should be higher in Gorakhpur Workshop. The Committee would, therefore, stress that intensive measures, such as the incentive scheme of working, standardisation of repair operations and laying

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		down of rational yardsticks for undertaking various operations, should be taken to increase productivity and bring down the cost.
72	115	The Committee are distressed to note that 14 machines have remained uncommissioned in Izatnagar Workshop for several years for want of spare parts and other fixtures as well as electrical modifications. They feel that it should have been possible for their Railways, with the vast resources and experience, to locate the sources of supply much earlier. They hope that these machines would now be brought into use without further delay either in this Railway or in any other. The Committee would also stress that if the 24 U.S. surplus machines stored in Izatnagar Workshop are not required by the North Eastern Railway they may be transferred to Workshops/Loco Sheds of other Railways or other Public Undertaking where they could be put to effective use.
73	117	The Committee have been informed that a proposal for setting up a Central Signal Workshop on Railways for production of modern signalling equipment has been approved and tenders have been issued for setting up the workshop in collaboration with reputed manufacturers of signalling equipment. The tenders are expected to be received in March, 1965. It has been stated that the indigenous capacity developed in the private sector coupled with the capacity to be developed, in the proposed Central Signal Workshop for specialised modern signalling equipment would help to meet gradually almost all the requirements for electrical signalling equipment. Some import of specialised raw materials, special components and patented articles, is , however, likely to continue until indigenous substitutes become available. The Committee hope that Government will take early steps to set up the proposed Central Signal Workshop and thus to make the country self-sufficient in the field of signalling and tele-communications which play a vital part in modern transport.

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74	119	The Committee desired to know the losses on account of thefts of electric al fittings on the North Eastern Railway during the last three years, but reconciled figures could not be furnished as the Electrical Department and the Chief Security Officer of the North Eastern Railway are maintaining separate sets of figures. The Committee need hardly emphasise that reconciled figures of losses of equipment, whether electrical or of other Departments, should be maintained. They would also stress that these statistics should be carefully compiled and analysed with a view to take remedial measures to check the losses.
75	120	The Committee note that while the number of stock verification sheets relating to North Eastern Railway cleared in 1962-63 had risen to 3317 as compared to 2280 in 1961-62, the number has again fallen to 2766 in 1963-64. The Committee also note that while the clearance of stock verification sheets pertaining to a particular year within that year was 74% in 1961-62, it rose to 81% in 1962-63. The rate of clearance, however, fell to 68·5% in 1963-64. The Committee cannot, therefore, accept the complacent conclusion of the Ministry of Railways that the "efforts to speed up the finalisation of outstanding stock verification sheets are bearing fruit and the pace of clearance is progressively improved upon." They cannot too strongly emphasise the need for prompt clearance of the stock verification sheets. They see no reason as to why the stock verification sheets should not be cleared within the target period fixed by the authorities if all the departments concerned were to give it the attention and priority that it deserves. They hope that the Ministry of Railways and North Eastern Railway would take concerted measures to improve the position and at least sustain the rate of clearance which was attained in 1962-63.
76	123	While the Committee are unhappy that in 1961-62 the final allotment and actual expenditure on construction of quarters for staff on the North Eastern Railway were 50% of the original budget

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		allotment, they note that the performance in subsequent years has improved. They would suggest that advance action, particularly for ensuring availability of land and cement for construction of quarters, should be taken so that it does not hold up planned programme.
		The Committee hope that the original budget allotments for construction of quarters in 1964-65 and 1965-66 would not only be allowed to stand but also fully utilised.
77	125	The Committee note that while the recruitment of Scheduled Caste candidates against vacancies reserved for them on the North Eastern Railway has been proceeding apace—in fact the total number of appointments in 1960, 1961 and 1962 was more than the reserved quota—there has been a marked shortfall in the recruitment of Scheduled Tribes against vacancies reserved for them. They are constrained to note that as many as 87 posts in Class III and 216 posts in Class IV reserved for Scheduled Tribes lapsed in 1961 owing to efflux of time limits. The Committee are not convinced with the reasons advanced by the Railway authorities namely the backwardness of the Scheduled Tribes and their unwillingness to go out of their villages in unfamiliar surroundings, and feel that if strenuous efforts are made to publicise the existence of reserved quota for Scheduled Tribes in the areas inhabited by them and in the educational centres were Scheduled Tribes students are getting education, it should be possible to fill up the quota of vacancies reserved for them. They would also suggest that the good offices of the Commissioner for Scheduled Castes and Scheduled Tribes, the Directorate of Employment Exchanges, and the State Government authorities may be utilised to fill up vacancies reserved for Scheduled Tribes.
78	128-129	(i) The Committee note that 21 out of 23 Pension cases, pending for more than six months, could not be sanctioned by the North Eastern Railway for administrative reasons such as missing and incomplete records, delay in obtaining sanction

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		of competent authority for retention in service beyond superannuation age, delay in preparation of papers etc. Only in 2 cases legal documents were awaited from the parties concerned.
		The Committee consider that as all these matters are well within the administrative purview of the Railways there should not be such long delay in finalising the cases. They would stress that keeping in view the pecuniary condition of the staff, who retire from service, every effort should be made by the Railways to settle pension cases within six months of retirement of an employee.
		(ii) The Committee note that out of the 68 Provident Fund cases pending for more than six months on the North Eastern Railway, 44 are pending for verification of commercial debits, sanction of extension in service, fixation of pay, completion of service records etc. which are matters for administrative action. Only in 21 cases legal documents were awaited from the employees' families and in 3 cases quarters had not been vacated.
		The Committee would suggest that one year before an employee is due to retire his service record and other documents should be checked up to see that they are complete in all respects before he retires. Similarly, all concerned should be informed in advance to finalise and intimate in time commercial and other debits so that for want of it the Provident Fund claims are not kept pending. The Committee feel sure that if earnest and concerted efforts are made by the various administrative wings of the Railway it should be possible to pay Provident Fund dues within six months of the retirement of an employee. The Committee hope that the Railway Board and the North Eastern Railway would take special interest in this matter of staff welfare.
		(iii) The Committee would suggest that the Ministry of Railways should keep a closer watch over the disposal of pension and provident fund cases. They would suggest that detailed reasons because of which payments are held up for more than six months should be

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		investigated in each case and responsibility for delay fixed. If deterrent action is taken against the persons who are held responsible for causing avoidable delay, it would have the wholesome effect of ensuring expeditious disposal of provident fund and pension cases.
79	130	North Eastern Railway largely consists of a system which was built up in the Company days. It has some inherent limitations, such as too many branch lines of comparatively smaller length, too many shunting and van trains, very large number of transhipment points and track conditions which are far from ideal. The peculiarities in the lay out of this Railway hinder the smooth flow of traffic and are partly responsible for the low utilisation of engines, slow speed of goods trains, etc. The Committee feel that some steps should be taken to remove these inherent limitations of this Zonal Railway and then we may expect a parity of efficiency with other Railways.
80	130	The Committee are glad to note that continuous efforts have been made by the Ministry of Railways and the North Eastern Railway, specially since its bifurcation into two Zones in January, 1958, to bring down the operating ratio and reduce the losses. The Committee consider that with a vigorous drive for carrying goods, introduction of additional passenger trains and shuttles where justified, improved services and amenities, elimination of delays enroute and prevention of claims, and in general by effecting economy in staff and operating costs, it should be possible for the Railway to maintain consistent improvement and joint ranks of other Zonal Railways who have been making significant contribution to the Exchequer for planned development.

APPENDIX VI

Analysis of recommendations in the Report.

I. **Classification of Recommendations :**

A. Recommendations for improving the Organisation and working :

S. Nos. 8(ii), 11, 12, 13, 14, 19, 20, 21, 22, 24, 25, 27, 28, 29, 30, 32, 33. 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47, 53, 54, 55, 56, 57, 58, 59, 63, 67, 70, 75, 78 and 79.

B. Recommendations for effecting economy :

S. Nos. 1, 4, 5, 6, 7, 8, 10, 38, 48, 61, 62, 64, 68, 69, 71, 72, 73, 74, and 80.

C. Miscellaneous Recommendations :

S. Nos. 2, 3, 9, 15, 16, 17, 18, 23, 26, 31, 37, 38, 49, 50, 51, 52, 60, 65, 66, 76 and 77.

II. **Analysis of more important recommendations directed towards economy :**

S. No. as per Summary of Recommendations (Appendix V)	Particulars
(1)	(2)
1	The Railway Board should examine whether it can be economical to maintain Broad Gauge establishments and rolling stock etc. for only 52·47 Kilometres.
4	Sustained efforts should be made to control the expenditure so as to appreciably reduce the losses and arrest the rise in operating ratio.
	The Efficiency Bureau should undertake a fresh study of the working expenses of the North Eastern Railway.

(1)	(2)
6	There is scope for reducing the number of steamers and vessels on the North Eastern Railway. Also a substantial reduction should be effected in the cost of repair and maintenance of the flotilla.
7	Concerted efforts are called for to effect reduction in coal consumption on ferry services.
8	A Committee should be constituted to examine the rise in losses in running the two ferry services on the North Eastern Railway and to suggest measures for reducing the losses. The Railways should also examine the economics of having bridges across these two points.
12	Since larger number of branch lines and their shorter average length result in low utilisation of engines and low speed of trains, the feasibility of extending some of the branch lines and of inter-connecting them should be examined.
61	In view of the high percentage of claims paid by the North Eastern Railway on account of 'pilferage' and 'non-receipt of complete packages or consignments', there is need for tightening up further the security measures. Responsibility for the loss of goods should also be fixed and appropriate steps taken against the Railway staff concerned.
68	Remedial measures should be taken to bring down the All Railway (Metre Gauge) average cost per standard unit of repair to locomotives.
69	The higher cost of unit standard repairs to locomotives in Izatnagar Workshop of the North Eastern Railway should be brought down.
71	The higher cost of repairs to coaching vehicles in the Gorakhpur Workshop should be brought down.
72	The machines lying unutilised in Izatnagar Workshop should be brought into use without further delay either in the North Eastern Railway or any other Railway or other Public Undertaking.

(1)	(2)
79	Steps should be taken to remove the inherent limitations of this Zonal Railway (such as too many branch lines of comparatively smaller length, too many shunting and van trains, very large number of transhipment points and track conditions which are far from ideal) and then we may expect a parity of efficiency with other Railways.

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